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ABSTRACT

The social work education project is one of several statewide educational planning efforts in Florida designed to link the community college system with the University system and improve the ability of higher education to respond to the manpower needs in social work. The project developed a planning structure designed to evaluate curriculum development and program expansion in Florida. It also delineated educational goals for the different levels of education including the community college, 4-year college, and graduate program. In addition it postulated basic components of a curriculum for all institutions offering associate and baccalaureate degrees in the area of human services and social welfare. Work was also begun in the area of manpower utilization and human services. (Author/CS)

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SOCIAL WORK EDUCATION PROJECT

FINAL REPORT

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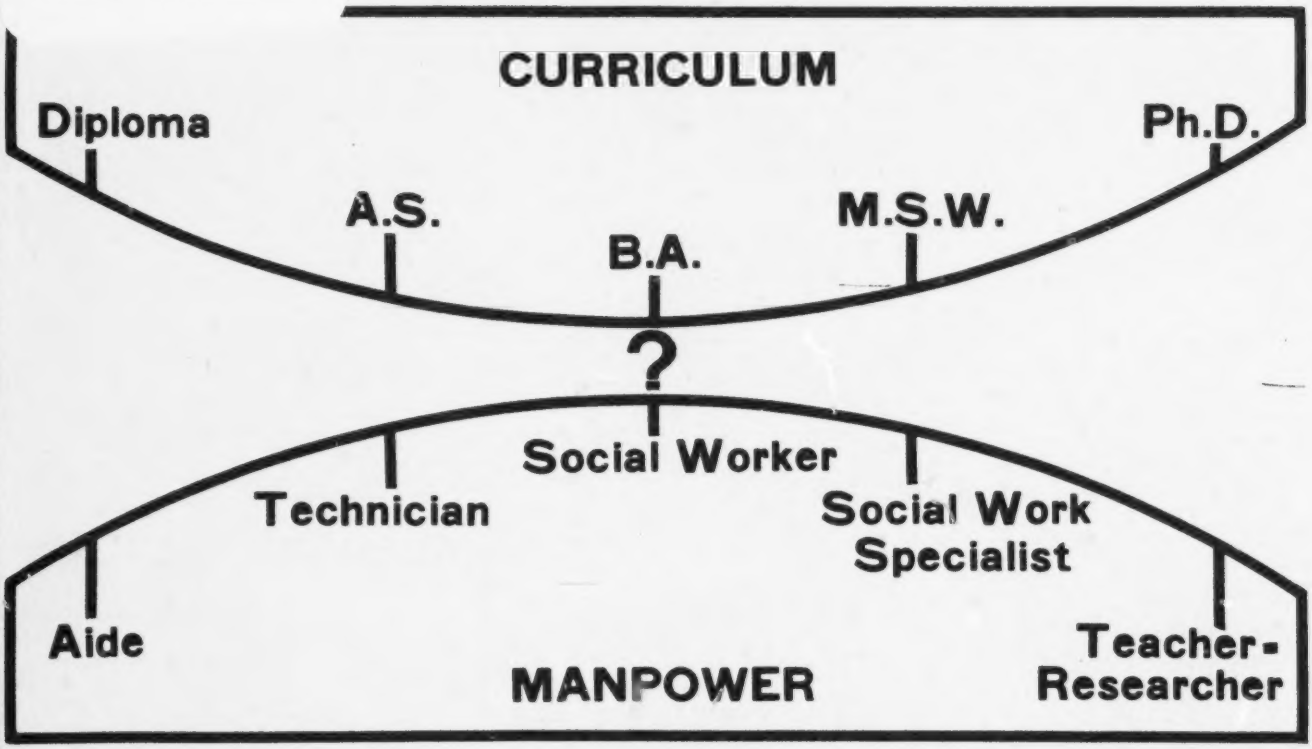

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Social Work Education Project

Social Work Education Project

Final Report
June, 1972

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INTRODUCTION

This document represents the Final Report on the efforts of the Social Work Education Project sponsored by the Florida Board of Regents and the Division of Community Colleges. In addition to earlier progress reports, this report is the sixth publication produced during this two year planning project. As a by-product of this planning effort, a new monograph series was established with the Florida Board of Regents focusing on collaborative planning in higher education for the professions. The first three issues in this series represent special reports of the project and serve to highlight special educational issues and manpower concerns related to field instruction, curriculum development, continuing education, and agency service delivery: Continuing Education in Social Welfare: School Social Work and the Effective Use of Manpower, Austin, Lickson, and Smith (eds.), February, 1972; Curriculum Building for the Continuum in Social Welfare Education, Austin, Northcutt, Kastner, and Turner (eds.), June, 1972; and The Field Consortium: Manpower Development and Training in Social Welfare and Corrections, Austin, Kelleher, and Smith (eds.), June, 1972.

This planning project was successfully completed due in large part to a very dedicated staff as well as the important advice and direction given us by our Management Committee. It represents one of several statewide educational planning efforts designed to link the community college system with the university system and improve the ability of higher education to respond to the manpower needs of the field.*

*Other Board of Regents planning projects include Criminal Justice Education, Cooperative Education, Vocational Guidance Education, etc.

Project Background

This project developed out of the joint interests of many people. Representatives from the following agencies were instrumental in launching this statewide effort in manpower and curriculum planning:

-Regional Office, Social and Rehabilitation Service
U.S. Department of Health, Education, and Welfare

-State Office, Division of Family Services
Florida Department of Health and Rehabilitative Services

-Office of Academic Affairs, Board of Regents
State University System of Florida

-Director's Office, Division of Community Colleges
Florida Department of Education

The following objectives and procedures were designed to develop and implement a comprehensive plan and mechanism for coordinating social work - social welfare education in Florida.

1. To develop a method and organization structure for continuing comprehensive planning, development, coordination, and evaluation of social work and social welfare education programs at all academic levels within the various institutions of the State University System, the Division of Community Colleges and the Department of Education, and the private institutions of higher education in the State of Florida.

2. To delineate educational goals and planning in community colleges, four-year colleges and universities, and graduate social work programs that will provide for the differential use of staff with varying levels of education, and that will be more responsive to the needs of personnel implementing the social work program.

3. To develop a system for updating current manpower data regarding social work, social welfare, and community service personnel information for the State of Florida.

4. To identify and inventory the skills required in the performance of paraprofessional human service roles of employees in the Division of Family Services, Division of Mental Health, the Division of Mental Retardation, Division of Youth Services, and other state, federal, and private agencies.

5. To postulate the basic components of a curriculum for all institutions offering associate degrees or baccalaureate degrees in this field.

6. To evaluate the current ways in which the paraprofessional worker with two years of college and training is being incorporated into on-going staff programs.

7. To identify faculty competencies required to conduct social work - social welfare education.

During the first year of the project, a broad design for comprehensive planning coordination in social work - social welfare education was developed. One goal for developing the broad design was to provide a means by which new programs in social work - social welfare education could be assessed and assigned a priority for implementation. In the development of an overall plan, the goals of existing programs were delineated, present curricula appraised, and manpower needs documented. Special emphasis was given to an analysis of a basic curricula for the two-year and four-year college with the goal of formulating suggested procedures for evaluating the technical and professional workers now graduating from these existing programs.

The second year of the project involved the active participation of both statewide advisory committees, one concerned with manpower utilization and the other concerned with curriculum development. The Agency Committee included administrators, planners, staff development specialists, and personnel representatives from many of the Florida human service agencies. The Curriculum Committee included representatives from community colleges, universities, and graduate programs throughout the state. Parts I and II of this Final Report include a detailed description of the activities carried out under the direction of both advisory committees.

Project Results

In reviewing the original objectives of this planning effort, it is easy to see how our initial objectives were both comprehensive and

impossible to achieve within a two year period. However, we were successful in achieving four of the seven objectives as we assigned priorities and gave more attention to certain objectives and less to others. We developed a planning structure designed to evaluate curriculum development and program expansion in Florida. We also were able to delineate educational goals for the different levels of education including the community college, four-year college, and graduate program. And third, we were able to postulate basic components of a curriculum for all institutions offering associate degrees and baccalaureate degrees in the area of human services and social welfare. While we were more successful in completing and meeting our objectives in the educational area, we began work in the very complex area of manpower utilization and human services. Assessing manpower needs proved to be an extremely complex task as we surveyed the major human service programs in the state which employ in excess of 28,000 employees. As a result, a great deal of time was spent on assessing manpower needs and developing planning strategies to be part of future funding proposals upon completion of the two year planning project.

Educational Planning

The results of our educational planning are noted in Part I of this report. Our major accomplishment was the development of an Articulation Guideline which spelled out opportunities for community college graduates of primarily terminal programs (Associate of Science Degrees) to transfer to upper division university programs in social welfare. The evolution of this guideline and its specific content are noted in Section 1 of this report. Of primary significance is the development of an understanding throughout the state of the curriculum objectives of

different levels of higher education. For the first time community college educators were able to sit down and compare notes regarding their similar human service programs. The same phenomenon occurred at the undergraduate level with university representatives of social welfare baccalaureate programs. In addition, representatives of graduate level programming were able to share their concerns and learn about the new curriculum development occuring throughout the state.

Sections 2 and 3 of this report represent aspects of our research and demonstration strategy which included small grant funding of special projects which provided important data for educational planning. In Section 2 we have highlighted the research findings of an evaluation project at Santa Fe Community College. A very innovative human service curriculum had been developed at Santa Fe Community College and through small grant support we were able to assist the faculty in evaluating various aspects of this new program. This new community college program represents a new educational model worthy of close attention by educators at all levels of higher education. It not only attempts to recruit students who otherwise would not be eligible for community college education but also represents new approaches to teaching through the use of video-taped mini labs. In addition, this program provides specialized training for an array of human service professionals.

Section 3 of this report includes a summary of a pilot project conducted by students and faculty of the Florida State University School of Social Work. It involves an innovative approach to developing graduate level social work personnel with skills in community college teaching and staff development programming. Such experiments indicate

the new directions being explored at the graduate level in the area of middle-management training which includes the design of curriculum to produce specialists in the area of staff development and consultation as well as planning and administration. This represents another new trend in higher education where baccalaureate personnel are viewed as direct service practitioners and graduate level personnel are viewed as middle-management or indirect service practitioners.

The last section in educational planning highlights the unique competencies needed at the community college level regarding the training of human service practitioners. The growth of community college programs indicates that this level of higher education will soon be one of the primary areas in which human service staff will be trained. The need for professional input into the curriculum will require faculty trained at the graduate level from a number of human service professions. It is recommended that future master's level social work personnel consider teaching opportunities in human service education programs at the community college level. Special consideration is needed in the area of field instruction for community college students, specialized methods courses, and increased attention to the placement of community college graduates into human service agencies. Graduate level social work personnel are ideally suited for providing community college administrators with direction and guidance in these areas.

Manpower Planning

Part II of this report highlights the findings of our two year planning effort in the area of manpower utilization. Section 5 identifies some of the new manpower utilization technologies which have developed in

the last several years as a result of the research efforts carried out by the Southern Regional Education Board and the Upjohn Institute for Employment Research. These new technologies are discussed with their implications for planning strategies designed to project future manpower needs, identify the inventory of skills required for performance of employees at various levels, and the need for continuous upgrading of skills through in-service training and staff development.' While these issues were identified in planning objectives when we began our project, they required extensive analysis in order to determine the best approach to the issues of manpower utilization in Florida human service agencies.*

Section 6 of this report discusses the several areas of program impact resulting from our overall planning strategy over the past two years. In order to assist our advisory committees in determining future directions needed in Florida human service agencies, several research and demonstration projects were carried out. These projects are reported primarily in our monograph series but their future implications are identified in this section. In particular, a strategy was formulated to assist in evaluating job classifications with the Civil Service staff in charge of Florida human service personnel systems. In addition, research carried out in a storefront operation led to the development of an ongoing service center which is also described in this section. And finally, our preliminary assessment of continuing education needs in the field of school social work led to further research in the area of task analysis related to pupil personnel services in the school systems

*Details of this analysis will appear in a monograph entitled Statewide Career Planning for a Human Service Industry, Austin, M.S., and Smith, P. L., (eds.), in press.

of Florida. The findings of this research are also reported in this section.

Part III of this report identifies future directions which the project staff determine to be most important for educational institutions and human service agencies in Florida in the coming years. Section 7 includes a description of a new Office of Career Planning and Curriculum Development for the Human Services which has been proposed to determine ways in which career opportunities might be expanded in the human service agency area for all levels of staff from the indigenous worker through the graduate level practitioner. This section describes an approach to future career planning in Florida. The rationale and strategy for this planning effort emerged out of the two years of research related to social work education.

Section 8 identifies the emerging area of continuing education which will require the attention of educators at all levels of higher education in the coming years. Human service agencies will be expanding their own in-service training programs and at the same time requesting input from community colleges and universities to assist in their training needs. Educational administrators need to be aware of this new area of need as we upgrade the skills of existing personnel in human service agencies.

Recommendations For The Future

Based on our two year planning effort and the data reported on in previous publications (Annual reports and monographs) we are able to make the following recommendations for both institutions of higher education and social welfare organizations with the state of Florida.

The following recommendations relate to institutions of higher education:

1) The Division of Universities and the Division of Community Colleges within the Department of Education should work toward the establishment of positions for coordinators of human service programs within both systems. In the university system the coordinator would be responsible for coordinating the activities of programs designed to prepare persons for careers in social welfare, social work, corrections, counseling, aging and other related professions. In the community college system the coordinator would be responsible for coordinating two-year programs in a variety of human service areas including mental health, mental retardation, child care, corrections, community services and other appropriate areas. The human services industry is expanding rapidly within the state of Florida and numerous programs both at the community college and upper division level have been developed in the past several years to meet the increasing demand for manpower in this area. A planning project dealing with careers in human services is being developed for the State University System. It is felt that at the conclusion of that effort coordinators for human services programs will be needed to carry on the activities generated through that effort.

2) As human service agencies across the state particularly the Department of Health and Rehabilitative Services move into new program areas and employ many new workers including many paraprofessionals, programs in continuing education will take on a new importance statewide. It is therefore recommended that comprehensive statewide planning occur to develop the capacity for continuing education programs in institutions of higher education across the state to assist human service agencies in the monumental task of in-service training as well as to provide educational experiences for a range of workers related to their own personal career aspirations.

3) The human services industry is growing rapidly in Florida and while many graduates of Florida community colleges and universities will find their way into a variety of human service occupations and professions still relatively little is known about career opportunities in this field by incoming students. It is therefore recommended that programs of career counseling be expanded and refined in institutions of higher education to provide students with the kind of supportive services needed in making career choices. Career counseling programs should utilize current manpower data for the purposes of both assisting the student in career choice and in eventual placement.

4) Much of the work of the Social Work Education Project in the educational sphere in the past two years has centered upon the development of a set of articulation guidelines to be used as a more systematic approach for transferring students from community college programs to upper division programs in the human services area. A special task force should be appointed by the articulation committee including representatives of the university and community college systems in order to implement the articulation guidelines developed by this project.

5) Examination of community college programs within the state with emphasis on funding problems, manpower demands and national trends has indicated the need for more generic programs at the two-year community college level. Two-year community college programs should lead to career opportunities in as many human services occupations as possible. It is our belief that the community college program can offer the student both specialized training for particular fields of practice and the more generic skills needed for career mobility.

6) As service delivery systems are being redesigned and new programs being generated social welfare organizations are redefining their manpower needs. Developments both nationally and within Florida indicate the increased use of the undergraduate social welfare major as the direct service practitioner. We believe that this direction is both a viable and desirable one and that undergraduate social welfare programs should concentrate on preparing their graduates as direct service generalists.

7) As community college programs prepare their graduates to perform in a variety of practice fields as technicians and as undergraduate programs in social welfare prepare their graduates to perform as direct service generalists new directions are indicated at the master's level. We believe that graduate programs of social work should concentrate their efforts primarily in the area of indirect services so that the M.S.W. becomes a specialist in the areas of administration, planning, supervision, consultation and staff development.

8) A high rate of unemployment nationally and a static job market in Florida have made manpower predictions difficult over the past two years. However, recently new program money has been received and major human service agencies are gearing up for new service programs across the state. The impact of this development has as yet not been felt in the job market. For these reasons we raise a note of caution for program expansion at this point in time. A careful documentation of projected manpower demand and need is required prior to any major program expansion in institutions of higher education across the state. Community college programs which have traditionally been

sensitive to the needs of their regions should also consider statewide developments before new programs are generated. Production of graduates at the baccalaureate level in both existing and projected programs should be encouraged. No new graduate programs at the master's level can be recommended now though attention should be directed at the Tampa-St. Petersburg area for future expansion. We do however believe that the doctoral program in social work being developed at Florida State University is needed and should be approved within the near future. Rapidly expanded programming at the undergraduate and community college level has created a need for teachers within Florida and across the nation. New service programming that is pending in Florida also indicates a need for planners and administrators trained at the doctoral level to provide leadership and direction in a variety of fields of practice.

The following recommendations relate to manpower concerns of Florida human service agencies:

1) As service delivery systems are redesigned, as new service programs are generated and as human service agencies employ and utilize new worker types (particularly paraprofessionals and technicians), manpower planning takes on a new importance within the administrative structure of those organizations. The planning efforts of this project over the past two years have documented the need to conceptualize manpower planning from three perspectives--service delivery, personnel deployment, personnel administration, and staff development. These three areas of manpower planning are generally compartmentalized into program personnel and staff development subsystems. We recommend that social welfare organizations and particularly the Department of Health and Rehabilitative Services study the feasibility of creating a manpower planning division that could comprehensively plan for manpower utilization at a department level.

2) The trend toward differential staffing in Florida human service agencies has resulted in a need to evaluate and redesign the state personnel classification system. The influx of new worker types, particularly at the paraprofessional level, has emphasized the need to create more realistic career ladders and lattices within the state personnel system. The application of new technologies and manpower planning (functional job analysis and the Southern Regional Education role model) can be instrumental in reconceptualizing the way in which we categorize worker types. Particular attention needs to be given to performance standards and qualifying examinations.

3) Differential staffing and new programming also indicate the need for redesigning staff development programs. Just as personnel administration and program development enjoy high priority in the Department of Health and Rehabilitative Services, so should staff development planning. There is a need for departmental staff development planning. Whereas most staff development programming currently focuses on orientation and retraining for new jobs, we are suggesting that the purview be expanded to include programming for career advancement. With support from institutions of higher education in the area of continuing education programs this can be accomplished.

4) Much of our planning effort over the past two years has centered on the development, operation, and evaluation of research and demonstration projects designed to field test the applicability of new concepts and technologies in manpower planning. We strongly believe that this strategy should and can be replicated with the agency sphere. Therefore, we would recommend the creation of research and demonstration units in the Department of Health and Rehabilitative Services to field test new methods of manpower utilization and service delivery.

5) Much concern has been generated in the past several years about matching the products of institutions of higher education with the manpower needs of human service agencies. Such matching indicates a need for a manpower information system for major state agencies employing human services workers. Documentation of the desired competencies for workers at a variety of educational levels is important for both curricular design and career counseling programs.

6) Experimentation with new worker types has indicated certain staffing directions for Florida human service agencies. For instance, data collected on the productivity of the para-professional, both within Florida and across the nation, have indicated the important contributions made to client service by this level worker. Similar experimentation is indicated with the two year technician. This has occurred to some degree within the state and we are suggesting expansion of this effort to better document the competencies of the community college graduate. Limited research exists relative to the utilization of the undergraduate social welfare major. However, some studies do indicate that this worker performs with a higher level of competency than workers drawn from general education areas. Specialized worker competencies need to be reflected both within the personnel classification system and the ways in which Florida human service agencies utilize different worker types. As undergraduate social welfare majors are utilized more as direct service generalists, increased utilization of the MSW in mid-management positions needs to

occur. Curricular redesign at the Master's level indicates specialized training for the MSW in administration, planning, consultation, supervision, and staff development. Likewise, this pattern of utilization is beginning to emerge in agencies. If MSWs trained in these specialties areas are to be utilized to their capacity, then these changes must be reflected within the personnel system.

Special Thanks

This planning project could not have succeeded without the special guidance and direction provided by Dr. Travis Northcutt and Dr. Harold Kastner of our Management Committee. Both of these individuals were extremely helpful to the project staff in setting directions and providing realistic input to our daily operations. These two individuals also represent the new bridge that has been built between the university system and community college system in the State of Florida. Their hours of hard work and deliberation have resulted in the first bridge built between two major units of the Florida Department of Education as symbolized by the new Articulation Guideline in the field of human services and social work education.

Special thanks also go to Mr. Douglas Endsley, Mrs. Ruth Stanley, and Mrs. Helen Sawyer in the Division of Family Services of the Florida Department of Health and Rehabilitative Services. These three individuals provided us with important advice as we expanded our knowledge of the Florida service delivery system and the innovative program efforts of the Division of Family Services. Without their steady support, this project would have never succeeded.

In addition to the help from the Division of Family Services, it is important also to note the significant contribution to this project by Miss Eulene Hawkins, Staff Development Specialist of the Department

of Health, Education, and Welfare in the Atlanta Regional Office. Miss Hawkins served as a source of inspiration to the entire staff as she reminded us that our planning effort represented the first attempt of such a statewide effort in the nation and emphasized the crucial need to convene educators and agency representatives and personnel directors for the purpose of manpower and educational planning.

And finally special thanks go to a conscientious and loyal planning staff. The pages that follow represent the hard work of Phil Smith, Bob Turner, Lexi Skelding, Gail Cameron, and Sandi Patrick. Without their commitment to planning and their understanding of short-term projects, this statewide planning project would have been doomed.

The individuals listed in the appendix of this report received certificates of appreciation at our final joint advisory committee meeting. These certificates represented our sincere thanks to them for their helpful advice and support during the two years of planning. Their enthusiasm is reflected in the numerous comments made to project staff emphasizing the need to continue this pioneering effort so that we may bear more fruit in the vineyard of educational planning and effective utilization of human service manpower.

PART I: EDUCATION

Section 1

FUTURE DIRECTIONS IN THE ARTICULATION OF A SOCIAL WORK-HUMAN SERVICES CURRICULUM CONTINUUM IN FLORIDA

Current Trends in Social Work Education

Many changes have taken place in social work education in the recent past. Major modifications and innovations are occuring nationally at a constantly accelerating rate, changes that have important implication for social work practice. Throughout the nation, social work education is no longer synonymous with master's degree programs in graduate schools of social work. There is general consensus that not every job in social welfare requires a professional social worker with a master's degree from a graduate school of social work. Others can do certain tasks as well, and possibly better. Personnel with different or lesser social work educational preparation can and should be used to deliver social services.

Today, social work education operates on several levels: (1) The doctoral degree offered in graduate schools of social work to prepare students for leadership roles in policy development, administration, planning, advanced practice, research and teaching; (2) The master's degree offered in graduate schools of social work to prepare students for professional practice, administration, policy and planning functions; (3) The baccalaureate degree in social welfare offered by four year colleges and universities to prepare students for beginning practice; (4) The associate degree offered in two year community colleges to prepare students for community and social service technician roles; (5) Continuing education offered by the schools of social work, extension services,

the professional association and agencies to update social workers' knowledge and skill and/or to prepare them for new and more advanced responsibilities.[1] Undergraduate social work education is currently offered at primarily the baccalaureate level with some involvement at the associate degree level. The Council on Social Work Education has established a guide for undergraduate baccalaureate education which identifies four objectives including the enrichment of liberal education, the preparation for graduate school social work education, the preparation for practice and employment in social welfare, and the preparation for other human service professions and occupations. The social work content generally includes: (1) the study of social welfare as a social institution; (2) the area of social work as a profession, with emphasis on the social worker and the teaching of skills for beginning practice; and (3) field experience in direct service roles.[2]

Another relatively recent development in social work education is the training of community and social service technicians in the two year community colleges. Efforts are being made to make these programs in skill training generic and liberal in the social sciences and humanities within the context of vocational education. Students who enter the community college generally are not sure at the outset whether they will be ready, able, or willing to go on to a third and fourth year of college education. Therefore, it is important that those who decide to study for the baccalaureate degree should not have to start over again as was often necessary for students in the earlier vocational programs at community colleges. Community colleges seem to be inverting the educational pyramid. Formerly the idea was that the student should start

[1]Arnulf M. Pins, "Changes in Social Work Education and Their Implications for Practice," Social Work, April, 1971.

[2]Ibid.

his college education with a broad liberal base, then concentrate on one of the basic disciplines, and only at the end of the four year education would he take any specialized skill development courses. By inverting the pyramid, the student starts with specific practice skills and then builds in the needed social science and social welfare knowledge by taking basic general liberal arts courses.

Changes in graduate social work education include shifts in objectives, curriculum content, and organization. As a result, the traditional casework, groupwork, and community organization are no longer the key organizing factors in schools of social work. Graduate schools are now seeking to prepare students to be more knowledgeable and competent in policy and planning and service delivery roles dealing with rural and inner city problems, ethnic minority groups, and problems of institutional racism. In general, graduate schools of social work are giving increased emphasis to prevention and institutional change in addition to treatment which received primary attention in the earlier periods. New settings are being used for field instruction including some that are not social agencies: neighborhood membership organizations, governmental councils, and union offices. This has resulted in a greater integration of class and field teaching. Not only practice skills are learned and taught in the field, but a variety of other subjects. Thus the traditional division between class and field is beginning to disappear.

Another development affecting both graduate and undergraduate social work education is the increasing application of learning theory and the use of new teaching methods and media. There is more individualized and independent learning in social work education than ever before. There is a growing use of people from the community, practitioners, administrators, consumers of service, laymen, and government officials. The use of new

media in teaching is due to the fact that we know more about learning, and educators want to bring students into closer contact with real life problems. In addition, students are seeking and demanding more relevant and immediate experiences.

Graduate schools of social work are now more frequently relating to undergraduate programs in social welfare in the same college and with the community colleges in their proximity. The new developments in training and social work education reflect our nation's growing concern about the major social problems of poverty, discrimination and racism. The changes in the educational structure are attempts to incorporate major revisions and stimulate further changes in the delivery systems of social services and the roles played by social workers. Further changes in social work education are certain in the next few years. Preparation of social service technicians in the community colleges will probably continue to grow. Beginning professionals in social work will increasingly be prepared at the baccalaureate degree level. Consequently, both class and field curricula of the undergraduate programs will be expanded and enriched. The graduate programs will concentrate on preparation for advanced clinical practice, planning, community organization, administration, policy, research and teaching.

In light of these national trends indicating new methods of service delivery and manpower utilization, the Social Work Education Project sponsored by the Board of Regents and Division of Community Colleges was developed to plan and coordinate efforts of the Florida community colleges, four year colleges and universities in developing social work programs responsive to the times.

Planning in Florida

In August of 1970 the Florida Social Work Education Project was implemented with professional staff consisting of a Director (Ph.D.) and two coordinators (Master's), one in curriculum and the other in manpower. The need for the project was identified by curriculum planners from the State University System and administrators from the State Division of Family Services, both groups concerned with effecting a more productive match between the graduates of social work - social welfare programs in institutions of higher education across the state and the manpower needs of Florida human service agencies. Based on this problem identification the purpose of the project was to develop a method and organizational structure for continuing, comprehensive planning, development, coordination and evaluation of social work and social welfare education programs in all levels of higher education. The purposes also included the objective to delineate educational goals in planning for the community colleges, four year colleges, universities and graduate social work programs that would provide for differential use of staff with varying levels of education and that would be responsive to the needs of personnel implementing social work programs. The purpose of this discussion is to describe the progress of the project staff in coordinating the inter-institutional articulation process.

To facilitate planning in the manpower arena an Agency Advisory Committee was established composed of administrators, planners, personnel directors, and staff development personnel from a variety of human services agencies. This committee identified many manpower issues that were most helpful to the project staff in collecting manpower data and in developing several research and demonstration efforts.

Our work with agencies brought recognition of the changing patterns of service delivery, increased demands on service systems, federal legislation and policies suggesting new staffing procedures for many social welfare agencies at federal, state and local levels. In addition, it was recognized that the private agency, while not feeling the pressure of federal legislation and policy, is also subject to pressures of changing service demands. Private agencies have traditionally been staffed according to a highly professional model utilizing primarily MSWs in both administration and direct services. Other agencies are organized according to a charity model generally using a combination of untrained and volunteer staff, sometimes under the overall direction of an MSW. There has been some movement in the private sector toward differential manpower utilization.

The impact of new service delivery systems--the separation of assistance payments from services in public welfare--the pending family assistance plan legislation, and the movement in mental health and corrections toward community-based centers are all forcing changes in manpower utilization and will continue to do so. This, coupled with federal, regional and state concerns about effective manpower utilization, sets the stage for the creation of planning and coordination efforts in the areas of social work education and manpower utilization. Consequently, as we have identified emerging trends in manpower utilization, we have been able to identify curriculum areas in need of redesign.

Building Curriculum Articulation Guidelines

The planning necessary for new academic programs in social work education requires an analysis of existing programs relative to their ability to meet the current and projected manpower needs of the agencies

that employ their graduates. To investigate these issues a Curriculum Design and Evaluation Committee was developed as one of the two advisory committees appointed by the Management Committee.

The Curriculum Committee, comprised largely of educators, was given the task of identifying problems and issues in lower division, upper division, and graduate level study in social work education. Further, the committee was asked to identify articulation needs and to develop a curriculum design that would alleviate problems associated with articulation, especially avoiding duplication of course requirements.

The Curriculum Committee generally agreed at its earliest meetings that there was currently no mechanism to achieve articulation among the levels of higher education and that the following tasks were required to accomplish their goals: 1) identify manpower needs through interaction with the Agency Advisory Committee; 2) identify in terms of curriculum the competencies that are expected at each educational level; 3) involve program faculty in determining curriculum requirements and improving communications by identifying significant personnel at each institution; 4) establish a method to arrive at consensus for curriculum objectives and improve communications between the community colleges and the universities; and 5) provide some direction for the establishment of additional university and community college programs.

While the Curriculum Committee was able to establsh some of the tasks they felt needed to be accomplished, they were also aware that the committee working as a whole would have difficulty because of size (25 members) and divergence of experience. It was decided that the process for accomplishing the established tasks would be best attained through a subcommittee structure. This structure was as follows: a) community

college subcommittee; b) undergraduate representatives; c) a combined subcommittee of community college and undergraduate representatives; and d) a combined undergraduate and graduate subcommittee. Each of these committees would report suggestions, findings, and recommendations to the Curriculum Committee as a whole. This structure proved to be an effective and efficient means of communication throughout the two year duration of the project.

Several times during the project, there were meetings of the combined Curriculum and Agency Advisory Committees. During these sessions, time was set aside for small group discussions with a deliberate mix of both agency personnel and educators to produce interaction.

Community College Concerns

A major issue arose early in the discussions of the community college subcommittee. This was the issue of the transferability of credit from the community college technician program to the upper level undergraduate programs in social welfare education. The Florida community college system includes primarily three curriculum tracks: 1) the college parallel program that equals the freshman and sophomore years at the university; 2) the technician curriculum leading directly to employment; and 3) a continuing education program both credit and noncredit for adults in the community. It was assumed by a number of directors of human services education programs in the community colleges that those persons completing the Associate of Science degree as a technician would recognize that their education was terminal and not wish to continue for more advanced training. This was also the position taken by the Vocational-Technical Division of the Florida Department of Education.

The Social Work Education Project staff conducted a survey of graduates of community college human service programs in 1970. Among the information obtained by this survey two questions are pertinent to this issue of transfer of credits: 1) the graduates were asked whether they were now attending an upper division university, and 2) the graduates were asked if they planned to attend an upper division university. Forty-eight percent of the respondents indicated that they were currently or had at some time in the past been enrolled in an upper division university, while fifty-six percent of those who were not currently enrolled in an upper division university indicated future plans to do so. This information combined with reports from other state studies and discussions with undergraduate and graduate representatives to the advisory committee indicated the growing recognition of the need for providing the opportunity for students to obtain their desired level of competence in the field.

Several issues were identified for future study related to community college curricula. The general education component of the technician program is not equivalent to that required of the student in the college parallel program. Specialized courses such as Interviewing and Field Experience need to be built upon rather than repeated at the undergraduate level. Students tend to be treated alike, regardless of their past achievements and experience. Curriculum review should take particular note of the developing community college programs and consider core curriculum of these programs as a basis upon which to build baccalaureate and graduate professional curricula.

During several meetings, the subcommittee members from community colleges exchanged information about their programs indicating the stage of development and emphasis at each institution. While course titles appeared to be different at several institutions, the presentations

made it clear that a minimum of course offerings in the programs could be described by the following: (1) Introduction to social problem areas; (2) Survey of community resources; (3) Materials and activities; (4) Interviewing and skill development. These were not precise course titles but would represent areas of study. In credit hours, this would be equivalent to four courses of three credit hours, or a minimum of 12 credits. Field instruction is the second portion of the basic program. This was suggested to be a minimum of 10 credit hours with a possible seminar in addition. The general education courses provided in conjunction with specialized courses were thoroughly reviewed. The minimum number of general education courses that should be offered in the human services program was agreed upon by the representatives for transferability. It was hoped that in some cases, all the student's total 60 hour program would be transferable.

	12 Credit Hours--Specialization
	10 Credit Hours--Field Experience
	24 Credit Hours--General Education
TOTAL	46 Credit Hours

The above list represents the minimum human service offerings in the community colleges. Many offer substantially more credit hours in various areas.

University Issues

Similar meetings were taking place with representatives of the four year colleges and universities. Consensus of this group indicated a basic agreement that the social welfare undergraduate program at Florida colleges and universities should include as a minimum at least one introductory course in the following content areas: (1) Social welfare institutions (policies and programs); (2) Social welfare practice

(service delivery methods); (3) Interviewing (techniques); (4) Research (introductory methods); (5) Human behavior (growth and development). These again are not precise course titles but would represent approximately five courses with credits ranging three to five hours each.

Field instruction would be the second portion of the basic program. This was suggested to be approximately three credit hours. Another major point of consensus of the group was that the colleges would seek constituent membership in the Council on Social Work Education as their programs developed. This would provide the opportunity for the graduates of these programs to be admitted to the one year masters program when it developed in this state or in any other state. In addition, it was the consensus of the undergraduate program directors that an undergraduate program in social welfare could grow under a wide range of administrative structures including a sociology department, a department of human resources, an independent department, or as part of a graduate program. These agreements on course content and field instruction for the community college and undergraduate social welfare programs provide the first step in building a framework for articulating a curriculum continuum.

Following the success of the community college and undergraduate subcommittee to reach consensus on the minimum requirements in program development for human services education, it was agreed that both subcommittees would meet together to develop articulation guidelines to link primarily the community college programs with those of the four year institutions. Since the upper division institutions are already required to accept the Associate of Arts degree transfer as a junior in the upper division,[3] the focus of this meeting was on the Associate of

[3]Articulation agreement between the State Universities and Public Junior Colleges in Florida, State Board of Education, April 13, 1971.

Science technician programs. The major objective in this effort is to provide the Associate of Science graduate a means of furthering his education without penalizing him for background in a specialized area.

Prior to this meeting, community college representatives had agreed on a minimum of 46 semester credit hours for transferability. The four year representatives had agreed at a similar meeting that the minimum requirement for an undergraduate major in social welfare would consist of 30 quarter hours of credit to include fifteen credit hours of field instruction and fifteen credit hours of introductory courses in social welfare.

It was recognized that even with the agreement on these minimum requirements, the four year institutions were still faced with the problems of finding ways to build into their curricula recognition of the Associate of Science degree plus experience. In attempting to reach a solution, it was suggested that a subcommittee develop articulation guidelines between their particular institutions. The results of this would serve as a guideline to the whole committee in developing statewide articulation guidelines.

Emerging Articulation Guidelines

It is assumed that higher education should result in a continuum of education and training that begins at the associate level and continues through the baccalaureate, master and doctoral programs. The courses should be built upon, and not duplicate, the courses brought by the student at each level of education. Thus, each level of program would provide greater breadth and depth of knowledge, attitudes and skills related to social work practice as well as identify the special competencies unique to each level of performance. This continuum of education and training should relate the classroom learning to on-the-job tasks and experience expected of the graduate of each level of education.

With these assumptions in mind, the special subcommittee proceeded to develop a suggested guideline for articulation. The guideline states the following:

Over the past several years, the Division of Community Colleges and the Division of Universities (Board of Regents) of the Florida Department of Education have worked together to produce an articulation agreement outlining the manner in which students can transfer between the two systems of higher education. This articulation policy was finally agreed upon in April 1971. Since there are important distinctions between the Associate of Arts and Associate of Science degrees offered by Florida community colleges, the following section of the articulation agreement has special importance for the fields of human services and social welfare:

> "Other associate degrees and certificates may be awarded by a junior college for programs which have requirements different from the Associate of Arts, or a primary objective other than transfer. Acceptance of course credits for transfers from such degree or certificate programs will be evaluated by the senior level institution on the basis of applicability of the courses to the baccalaureate program in the major field of the student. Each state university is encouraged to develop admission policies that will consider all factors indicating the possibility of success in its upper division of transfer students who have not earned the Associate of Arts degree."[4]

Students with specified Associate of Science degrees (e.g., Human Services Aide, Mental Health Technician, Mental Retardation Technician, Child Care Services, Corrections, etc.) will be acceptable to existing upper division social welfare programs with a minimum of 46 semester credit hours in field experience, specialized courses and general education

[4]Article 6, Board of Regents Policy Based on Articulation Agreement Between the State Universities and Public Junior Colleges of Florida, Approved by the Florida Board of Regents April 5, 1971; approved by the State Board of Education April 13, 1971.

courses. The specialized courses and field experiences taken at the community college will be utilized and incorporated into the student's upper division program. These categories of courses are defined in the following manner:

> Field Experience -- (also called externship, internship, practicum, supervised instruction, laboratory, clinical, etc.) Field experience is a synthesis of student learning experiences in applying knowledge and skills in working with individuals and groups in various human service settings. This includes observation and client contact in order to understand the service delivery system and to provide an opportunity for direct application of theoretical content. (A minimum of 10 semester credit hours)
>
> Specialized Courses -- The program includes content related to specific social problems, community resources, human behavior, development of skills and techniques, and additional supporting content to enhance effective performance. (A minimum of 12 semester credit hours)
>
> General Education -- General Education courses are drawn from the Arts and Sciences requirements as provided by the community college. (A minimum of 24 semester credit hours)

Each student will be assisted in completing the university's general education requirements for baccalaureate graduation.[5] The completion of the Associate of Science degree does not necessarily mean that all professional requirements have been completed for baccalaureate graduation. Exemptions from specific requirements will be made in consultation with the faculty advisors responsible for the social welfare program at each university.

The four year representatives of university programs in social welfare have agreed that the minimum requirement for an undergraduate major in social welfare at all universities in Florida would consist of 30 quarter credit hours to include 15 credit hours of field instruction and 15 credit hours of introductory courses in the following five areas:

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[5]The University of West Florida has a policy of accepting 32 quarter hours of general education.

Social Welfare Institutions (policies and programs); Social Welfare Practice (service delivery methods); Interviewing (techniques); Research (introduction); Human Behavior (growth and development). This upper division set of minimum requirements also provides a basis upon which to plan for the articulation between undergraduate and graduate social work programs. Operationalizing the guidelines will require policy decisions and staff attention by the Division of Community Colleges and the Division of Universities.

Doctoral Level Education

With the growth of undergraduate university social welfare programs as well as the community college human service programs, there is a growing need for doctoral level faculty and researchers. In addition, the growth of human service programs will require top level administrators, policy-makers, and program evaluators who will need doctoral level preparation.[6]

Preliminary survey data collected by the graduate faculty of the Florida State University School of Social Welfare indicate the need for at least thirty-five new doctorates over the next ten years in this state. At this time there are no doctoral programs in Social Work east of the Mississippi (Tulane University) and south of Washington, D.C. (Catholic University). Also, there is no program in the Southeast which offers a continuum of education in Social Work from the baccalaureate through the doctorate.

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[6] Frank M. Loewenberg, Doctoral Students in Schools of Social Work, Council on Social Work Education, New York, 1972.

Policy Directions for the Board of Regents

The progress of the Social Work Education Project during the past two years seems to have had significant impact upon the state institutions of higher education and the using agencies. The development of the Articulation Guidelines is but the first step toward providing students, educational institutions, agencies and most importantly, the client, with a relevant plan for coordinated and effective service delivery.

As Florida develops during the next decade, there will be an increasing need for persons trained in all aspects of social welfare to meet the service demands in such fields as pupil personnel, corrections, mental health, family services, mental retardation,and health.[7] Policy decisions affecting the utilization of differentiated manpower indicate the need for recognizing a continuum of educational programs from the high school diploma, to the Associate degree technician, to the Baccalaureate degree generalist, to the Master's degree specialist and to the Doctoral degree researcher and teacher. It is necessary that long-range planning occur in the field of social welfare, but it is essential that annual review of projections be carried out by the university system.

The new human services programs in the Florida community colleges require an articulation structure to the upper division university social welfare programs. This structure should provide for an educational con-

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[7]Further supporting information can be found in the three monographs produced by the Social Work Education Project: 1) Continuing Education in Social Welfare: School Social Work and the Effective Use of Manpower, Austin, Lickson, Smith (eds.) February, 1972; 2) Curriculum Building for the Continuum in Social Welfare Education,Austin, Northcutt, Kastner, Turner, (eds.), June, 1972; and 3) The Field Consortium: Manpower Development and Training in Social Welfare and Corrections, Austin, Kelleher, and Smith, (eds.), June, 1972.

tinuum to meet the needs of students and agency personnel as they recognize the need for career development.

Currently, the MSW is offered at Florida State University and Barry College, a private institution located in Miami. Council on Social Work Education approved baccalaureate programs are available at Florida A&M, University of West Florida, Florida State University and Barry College. Florida Atlantic University, Florida Technological University, Florida International University and the University of Tampa provide the opportunity for undergraduate education in social welfare and are encouraged to seek program approval from the Council on Social Work Education. With the anticipated expansion of human service programs, all state universities are encouraged to develop undergraduate social welfare programs consistent with their own educational mission. This approval by the Council on Social Work Education would provide the opportunity for graduates of the baccalaureate programs to be eligible for the one year Master's degree program in social work.

It is our belief that the demand for doctoral level teaching faculty will increase rapidly, not only within Florida, but in the region over the next few years. Six state universities are now offering social welfare undergraduate sequences in Florida with an additional program in the planning phase. The rapid development of undergraduate programs in Florida reflects the national scene, where undergraduate membership in the Council on Social Work Education has increased in excess of 150% over the ten year period 1960-1970. A regional increase in graduate programs also contributes to this manpower demand as well as the potential demand

created by the rapid development of two year community college programs in the human services area.

We also believe that there will be an increasing need and eventually a demand for practitioners at the doctoral level in top level administrative-planning positions. Our evaluation of the state, regional, and national scene indicates a potential for massive program changes in major public agencies over the next several years. It is our belief that opportunities for employment of doctoral level social workers trained in administration, planning and research will be greatly increased in a variety of public agencies, many of which may not be defined as social welfare agencies in the traditional sense.

With the shift in master's level education in the direction of middle management training and the fact that the Council on Social Work Education is not encouraging the development of new masters programs, it is suggested that any new master's level program developed in the future be based upon an undergraduate program and take into account such criteria as financial feasibility for expansion of present programs compared to development of new programs, manpower needs, student demands, strength of supporting disciplines, consideration of financial commitment of the university to faculty, facilities, library and research facilities. Annual review of existing social work education programs should be a prerequisite to the approval of new programs.

Section 2

EDUCATIONAL INNOVATION: AN APPRAISAL OF THE HUMAN SERVICE PROGRAM AT SANTA FE COMMUNITY COLLEGE*

Introduction

The Counselor-Aide Program of Santa Fe Community College consists of two parts: a generic three month core of Human Service Aide courses and a more specialized six months of occupational courses. This program was initiated jointly by the Student Affairs and Academic Affairs Divisions of Santa Fe Community College and was partially supported with Community College staff and Program Development funds. In several ways, the program was envisioned as a radical departure from traditional graduate and undergraduate human service training courses--in its philosophical assumptions regarding the growth of human beings, in its selection and evaluation processes, in its goals for growth, and in its experiential and academic training methods.

Philosophical Assumptions

The Human Service Aide Program is founded on certain beliefs about people and their capacity to help others. Some of these are:

The task of providing human services requires that the helper possess generic and specific knowledge, skills and attitudes. Depending upon the task, the knowledge and skills will most often differ; however, the essential attitudes and beliefs of the helper are not task specific. How

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*This paper was prepared by Leslie Bielen and George Teats at Santa Fe Community College. The project was sponsored by the Social Work Education Project and was conducted by George Teats, Joe Thigpen, and Marcia Wehr at Santa Fe Community College.

a helper addresses a helpee, the manner of delivering service is as important as what service is rendered.

The attitudes which are essential for a positive, facilitative human relationship are those which are universally regarded as being a measure and a manifestation of humanness. These include kindness, warmth, honesty, genuineness, ability to empathize with others, as well as to love and be loved. A helper helps to the degree that he believes that the helpee is able, that the seeking, questioning process is more important than fixed goals and answers, that allowing is more important than forcing, and that hoping is more important than expecting.

All physically healthy people possess the attitudes which are essential for a healthy human relationship. Some people, more than others, have actualized their infinite capacity to respond to others in an attitude of respect and love. The actualization process does not seem to be the result of specific and academic education; rather, it seems to transcend age, race, culture, and academic education. Further, helpers who have not actualized their humanness to a level which is greater than that level of questioning and seeking which is going on in the helpee, will probably discourage and harm the helpee rather than encourage and inspire him.

The educational process of preparing people for the helping professions is one of setting free rather than training. It is one of providing conditions for self actualization rather than externally imposing goals and behavioral criteria which are not freely chosen. This educational environment seems to demand a trusting atmosphere in which the grower is allowed to make mistakes and is given the opportunity to evaluate "negative" feedback for its relevance to his search for truth.

The healthy educational process of assisting individuals to become more facilitating interpersonally makes the development of attitudes and beliefs more important than specific academic knowledge and skills. A truly creative person, we believe, will spontaneously seek the skills or knowledge which are necessary for a specific task, he will be able to select or define his function in such a way that he is maximally creative and responsive.

Research Background

The Human Service Aide Program began in the Fall of 1970 as a pilot program with one part-time faculty member and one assistant instructor. During the winter term, the program was expanded from fifteen students to forty-five students. To fill these positions, a recruitment program was started. Since one of the goals of the program was to recruit both typical and atypical community college students, a broad community based recruitment program was started. This program consisted of advertising in the newspaper and personally contacting students, community members and other potential student referral sources.

The results of this program produced two major problems. First, there were one hundred applicants for thirty new positions. Second, the atypical students were very atypical. Some of them had not finished high school, some had advanced degrees, some were looking for job training, some were looking for in-service training, and others were looking for vocational exploration. Some needed financial support to enter the program, others had parents with professional occupations. The first question these two problems presented was how to institute a selection procedure which was relatively free of cultural and educational bias and yet would adequately

discriminate between those who were actualizing their human capacities and might make effective helpers and those who would not.

A temporary solution to the problems of excessive and atypical applicants was to have them participate in video-taped "helping" experiences. The applicants were asked to try to "help" a person provided by the program with a problem. These sessions were video-taped so that the staff members could review each applicant's success. The staff members used only their intuitive feel of the session as a criterion for evaluating each applicant's success. Though this selection process served as the basis for the final selection of students, the staff members were not entirely satisfied with use of their "intuitive feel" for the person as the ultimate criterion for entering the program.

A similar situation of both atypical and surplus applicants arose for the spring term. Essentially, the same procedure was repeated; the applicants were asked to help a person provided by the program and the session was video-taped. However, a scale was created to help the staff clarify the criterion of a successful helping session. Again, the staff members were not satisfied with the fairness of the selection procedure.

During the ensuing term, questions about the selection procedure continued. The main issue was how to develop a selection procedure that was relatively free of cultural and educational bias and yet adequately discriminated individuals who showed potential for becoming effective helpers. At the same time, two other questions became of concern. These questions were what effect was the program having on students and how effective were the students as helpers? Were they in fact increasing their humanness, their kindness, warmth, honesty, genuineness, and ability to empathize with others? Were they becoming creative and spontaneous? Were they becoming effective helpers?

Fortunately during this period of questioning and evaluation, the Florida State Board of Regents expressed a willingness to provide assistance for a preliminary investigation of these problems. The availability of extra staff and funding lead to expansion, elaboration, and formalization of the original concerns into an organized investigation of the program, its students, and its effects on students.

Statement of Problem

This investigation was divided into three phases. The first phase was the completion of a study comparing the personality profiles from the 16 Personality Factor Test for Santa Fe Human Service Aide students and graduate students in counseling at the University of Florida.[1] The results of this study indicated that paraprofessional trainees and counselor education students have different personality patterns. Significant differences were found on six of the sixteen factors (on factors relating to effectiveness paraprofessionals are more tender-minded, sensitive, affected by feelings, casual, suspicious, and self-opinionated). These differences, along with readily apparent differences between paraprofessional students and counselor education students in age, income, and racial composition created concern about the applicability of instruments and procedures developed on and for graduate level counseling students.

This concern about applying results from traditional instruments developed on graduate students to paraprofessionals and paraprofessional

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[1]This study was completed by Marcia Wehr and Joe Wittmer and is in the press for 1972.

programs led to the second phase of the investigation, the development of new scales specifically for the Santa Fe Human Service Aide Program.

The first need for new instrumentation came as people began applying for entry into the program. Two sources of information thought to be vital for screening applicants were an assessment by the applicant of his own abilities and the assessment of the applicant's ability by references selected by the applicant. To obtain some consistency in the sources of reference about the students, a list of characteristics thought to be related to effective functioning in the Human Service Aide Program was created. This list of characteristics was made into a rating scale--the Human Service Aide Rating Scale (HSARS).[1] The first question of this investigation then became:

> How reliable are self-evaluations on the Human Service Aide Rating Scale?

And:

> How reliable are the evaluations by the references on the Human Service Aide Rating Scale?

The next area of concern came during the first term and that was how to measure the effects of the training program on students. Since much of the first term involved training for effective interpersonal communication in groups and in small group, video-taped, practice counseling sessions (mini-labs), it seemed appropriate to find scales measuring interpersonal functioning to obtain ratings of effectiveness in group interaction. It was decided to develop a new scale called the Group Interaction Scale.

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[1]The Human Service Aide Rating Scale includes such characteristics as: shares person feelings, has an outgoing personality, is spontaneous in revealing emotions, and responds to others with sensitivity to their feelings. Each item on the scale is rated in terms of importance, and then the applicant is rated from lower 10 per cent to exceptional on each item.

Using this scale, group members would rate each other, the facilitator, and themselves and they would be rated by the facilitator. This lead the next series of research questions:

> How reliable were the group members in rating each other on the Group Interaction Scale?
>
> How reliable were the combined staff and self ratings for the students on the Group Interaction Scale?

The third phase of the investigation was concerned with the evaluation of the selection, training, and placement of students. To develop an effective method of selection, it was decided to accept all applicants into the program, thus providing a broader sample of data. The data requested as part of the application procedure included demographic variables, two references using the Human Service Aide Rating Scale, a self evaluation on the Human Service Aide Rating Scale, completion of the 16 PF,[1] and participation in a video-taped helping situation which would be rated using the Carkhuff Scales.[2] Once this data was collected, it was decided that one important concern for selection would be prediction of job success. During the period of the investigation, the closest approximation to job success would be success in the student's first practical experience. This practical experience came during the second quarter of training and in most cases involved working in a group with a Santa Fe instructor. Thus the following research questions became apparent:

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[1]The Sixteen Personality Factor Test (16 PF) is a standardized personality inventory which yields 16 scores in such traits as reserved vs. outgoing, humble vs. assertive, and shy vs. venturesome.

[2]The Carkhuff scales of empathy, respect, genuineness, concreteness, and self disclosure are designed to measure levels of counselor and/or interpersonal functioning.

What variables from the applicants' self evaluation on the HSARS, the evaluation of the applicant by reference sources on the HSARS, the 16 PF, and the Carkhuff ratings are most predictive of supervisors' ratings of student effectiveness in the students' first practical experiences?

And:

How can these variables be combined to form a criterion for selecting applicants for the program?

Since the primary emphasis of the Santa Fe Community College Human Service Aide Program was to help people become more highly actualized people and to function at high levels in interpersonal relations, changes on measures of interpersonal functioning were adopted as one set of measures of the effects of the program on students. There are two methods used by the program for training in interpersonal communication--mini-labs and sensitivity groups. The mini-lab is a series of small group, video-taped practice counseling sessions. During these weekly, two hour sessions, students were video-taped as they counseled each other. The staff member working with the students would review the tape and both the students and the staff member would make suggestions to improve counseling responses. The sensitivity groups were larger, 10 to 15 students, and met for two hours weekly. They were facilitated by one or two staff members and had the purpose of helping members understand and help each other. Since the Carkhuff measures were derived for measuring counselor and/or interpersonal functioning, changes on the Carkhuff measures from entry into the program until the end of the first term were chosen as one indicator of how the program affected the students' level of counseling or interpersonal functioning (Carkhuff, 1969a and 1969b), thus the following question:

How were the levels of interpersonal functioning of Santa Fe Community College Human Service Aides measured by the Carkhuff scales of empathy, respect, genuineness, concreteness, and self disclosure changed as a result of

the first term of training in the Human Service Aide Training Program?

To obtain feedback on group participation, all group members and facilitators were asked to rate each other and themselves on the Group Interaction Scale. This feedback was used to rate group skills at the end of the first term. Thus, the next series of questions became:

What were the students' mean self-rating of their group skills on the Group Interaction Scale at the end of the first terms' group experience?

Since one of the goals of the Human Service Aide Training Program is for students to evaluate their own progress during the program, another source for measuring effects of the program on students was to examine the changes in how they rated themselves on the HSARS. Thus:

How did students' opinions of themselves as measured by the Human Service Aide Rating Scale change as a result of the first term of the Human Service Aide Program?

To see if there were any changes in personality as a result of participation in the Human Service Aide Program, it was decided to readminister the 16 PF. Since Cattell (1967) has indicated the scores on the 16 PF tend to remain stable over time, it was decided to have the second administration of the 16 PF at the end of the students' second term in the program. Thus:

What changes occur in the personality of Human Service Aide students as measured by the 16 PF as a result of two terms of involvement in the Human Service Aide Program?

Data Collection

During September of 1971, the Santa Fe Community College Human Service Aide Program recruited low income individuals from the Gainesville community as well as the usual Santa Fe student. In order to have a sample of the widest possible variation, all persons who applied for

entry into the program were accepted. As part of the application process, prospective students were asked to complete a series of procedures. They were asked to fill in an application form which included the following information: sex, age, race, marital status, educational background, family annual income, father's and mother's level of education, level of education student desires and desired field of work. The applicants were also asked to rate themselves on the Human Service Aide Rating Scale which was attached to the application sheet. When they picked up their application, the applicants were asked to obtain recommendations from three sources. The recommendation form asked for a description of the relationship of the applicant to the source of reference and for an evaluation of the applicant on the Human Service Aide Rating Scale.

Once the prospective students had completed the application form, they were asked to make an appointment for an interview during the two weeks prior to the beginning of the program. During this interview, small groups of applicants watched a ten minute, video-taped presentation about the program. The staff member present at the interview responded to any questions the applicants had. The staff member then had the applicants break into pairs. Each of the applicants was asked to take part in a video-taped "helping" session. Once the applicants' questions about the "helping" session were answered, the pair of applicants went to an adjoining room and were asked to take turns presenting a problem of concern to them. They were told to choose any problem they felt comfortable talking about as long as it was a real problem. The person in the "helping" role was asked to do whatever he felt would help the person who had the problem. Each applicant presented a problem for at least six minutes and "helped" another applicant for at least six minutes.

These sessions were video-taped and later rated using Carkhuff's measures of interpersonal functioning. During the first week of classes, the applicants, now students, were asked to complete the 16 Personality Factor Test, the last of the data collected for entry into the program.

To gain a more detailed picture of the students in the program and an indication of what effects the program had upon students, the procedures done in September were repeated with slight modification in December and March. In December, the students were asked to rate themselves on the HSARS. The staff members who worked with students in mini-labs also rated them on the HSARS.

To replicate the September video-taped "helping" sessions, the last mini-labs in December were used as "helping" sessions. To recreate some of the unfamiliarity the applicants felt in September, the mini-labs were moved to another room and volunteers were brought in to "help" and be "helped." The directions and the length of the sessions were the same as before. The sessions were video-taped and the tapes were later rated using the Carkhuff measures of interpersonal functioning.

To gain some idea of student functioning in groups at the end of their first term of group work, the students and staff took their next to last group session to evaluate each other on the Group Interaction Scale. Each group member was given a copy of the definitions and an answer sheet and was asked to rate himself and then the other group members, including the facilitator(s). The facilitator(s) also rated each group member. The last group session was used to discuss these ratings in a general way.

In March, the 16 PF was readministered to see what changes had occurred since September in ratings of student personality. Since

March was also the end of the students' first practical experience, their internship, those people who were working with the students in an agency setting, their supervisor from the agency, were asked to rate the students. Each supervisor filled in a HSARS on each student with whom they worked.

Other procedures were run, but due to time limitations, were not included in this report. They included: Self and staff ratings of students on the HSARS, self, staff and peer ratings on the GIS, and another series of "helping" sessions which were audio-taped for Carkhuff ratings.

Sample Description

There were 41 students in the program. Demographic data was complete on 38. The demographic breakdown follows:

Attribute	Number	Percentage
Sex		
Male	13	32
Female	28	68
Race		
White	29	76
Black	8	24
Other	1	
Age		
18 or less	13	
19 to 21	8	55
22 to 25	6	
26 to 30	3	24
31 or above	8	21
Marital Status		
Single	22	69
Married	8	25
Divorced	2	6

Educational Background		
8th grade or less	2	5
High School Diploma	27	71
2 years college (A.A.)	5	13
4 years college	3	8
Advanced degree	1	3
Aspired Educational Level		
Certificate from SFJC	9	24
A.A. degree	7	18
Bachelor	3	8
Master	14	37
Doctorate	5	13
Field		
Education	4	15
Counseling	16	59
Social Work	4	15
Health related	2	7
Other	1	4
Family Annual Income		
$3,000 or less	7	37
$3,000 - $4,999	3	
$5,000 - $6,999	4	
$7,000 - $9,999	5	13
$10,000 - $14,999	14	37
$15,000 - $19,999	3	
$20,000 or more	2	13

Father's Education Level		
8th grade or less	6	16
some high school	5	13
High School Diploma	14	37
2 year college (A.A.)	4	11
Bachelor	5	13
Master	2	5
Doctorate	4	11
Mother's Education Level		
8th grade or less	6	16
some high school	5	13
High School Diploma	12	32
2 year college (A.A.)	4	11
Bachelor	5	13
Master	4	11
Doctorate	2	5

Conclusions

Based on the greatest percentages, a general profile of the student sample would be as follows: white, single, female, under 21 years of age, has a high school diploma, seeks a Master's degree in counseling, family annual income under $7,000 or between $10,000 and $14,999, whose mother and father have a high school diploma.

The HSARS was reliable for only 13 items and only for self report. An analysis of the supervisors' ratings and independently selected references would be needed before any statements could be made concerning the instrument's reliability *per se*.

Due to the fluctuation of the judges, sample sizes, and reliability of the third and fourth levels,[1] the importance and usefulness of the GIS is questionable. Because of the ease in answering the scale and its intention to rely heavily on the concepts of the Carkhuff scale, attempts should be made to train the judges as to what they should be looking for in a counseling situation, to increase the sample size, and to more carefully define the third and fourth levels, thereby increasing the reliability factor.

A selection equation was developed, and the results indicated that the criterion used to determine effectiveness as a paraprofessional was the amount of enthusiasm the student displayed. Since the supervisors were the only source in determining the effective students, the equation was biased and was not the best solution. To permit a finer, multivariate approach to the problem, several sources should determine the effective students, or outside sources should rate overall performance of paraprofessional counselors already in the job.

Implications

The Santa Fe Human Services Aide program is unique in that its student body consists of both the typical and atypical community college student. The curriculum developed for these students is also unique since it must meet the needs of such a diverse student population. Since many community colleges throughout the nation are actively recruiting disadvantaged or minority group students, the results of this research effort have implications for other programs attempting to develop curricula that will meet the needs of this diverse student group.

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[1]The four levels were: 1) self, 2) self-other, 3) other-self, and 4) self-group.

A major focus of this project was the attempt to develop and refine evaluation and screening methods which would avoid cultural and academic bias. This is an essential element of any program seeking to recruit the atypical community college student, whose success in the program cannot be measured by traditional methods. The results of this study indicated that while the use of video-tapes and supervisors' ratings did seem to predict effectiveness as a paraprofessional, there was a need for a more complete approach to the problem. It was suggested that a more comprehensive approach utilizing several sources to determine the effective students would provide a better solution.

The project also highlighted an area of growing concern in education, the need for instructional accountability. This data demonstrates a beginning attempt to measure several key issues related to the instructional accountability of a program. The results suggest that if a program is to have instructional accountability, teaching techniques need to be continuously evaluated and the impact of these techniques on the learner needs to be measured. An additional area of accountability is the relationship of classroom learning to field learning, i.e., does knowledge learned in the classroom have any transferability to the knowledge and skills learned in the field. While other issues are related to instructional accountability, these are preliminary identifications of areas related to accountability that need to be assessed.

The results of this research further indicated a need for faculty development programming to upgrade teaching competencies. This need was voiced by the faculty of the program who felt that a faculty development program was essential if their teaching methods were to be effective. Thus one result of this research was the initiation of a faculty development

program which sought to upgrade teaching competencies. Perhaps the most noteworthy feature of this program was that it was initiated by the staff, not the administration.

The results of this evaluation of a human services program are important in the questions they raise for future study. While some of the methods used in the program were found to be effective, the conclusion of this study indicates that better methods need to be devised. However, other human services programs can profit from the results of the study, particularly in the areas of instructional accountability, faculty development programming, and recruitment and selection of students.

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Section 3

COMMUNITY COLLEGE TEACHING AND STAFF DEVELOPMENT: RESULTS OF A PILOT PROJECT

The Staff Development - Community College Internship Pilot Project, sponsored by the Social Work Education Project, was designed to explore new ways of strengthening the relationship between agency staff development programs and educational institutions. This project involved an innovative effort to explore the unique roles of the staff development specialist and the community college teacher through the use of a combined field placement. The combined field placement was structured so that second year graduate social work students from Florida State University assumed teaching functions in both the Division of Family Services and a local community college. Thus in one placement students assumed the roles of staff developer and community college teacher.

The Need

Staff Development

The quality of services provided by a social service agency or organization is directly related to the competency of its staff. Staff competency in turn is directly related to agency efforts in staff development. In other words, staff competency is directly related to agency efforts in staff development. As a result, there is an increasing recognition of the importance of a staff development program in agency administrative structures and in coordinating staff effort. With the recent widespread reorganization of public welfare agencies, there is a growing need for

cooperation with other agencies in planning for purposeful teamwork both inside and outside the agency. Thus it has become necessary to seek new approaches to administration and new ways for agency staff to work together.

As agencies introduce program changes, recruit employees, and define new staff to assume responsibility for delivering services, there will be a concurrent need to develop an awareness of the implications of these new roles and functions for staff at all levels. Recent legislative decrees, administrative directives and fiscal constraints have dictated new staffing patterns for a number of agencies. This, coupled with changing service delivery systems has resulted in the development of new methods of manpower utilization. As agencies move more toward the utilization of manpower with vastly different levels of education and experience, there is a need for comprehensive planning, particularly in the development of an adequate program of education and in-service training. Thus staff development planning is beginning to focus on the revision and improvement of existing programs as well as upgrading staff.

The Community College

The field of social work has been particularly aware of the limitations of the present service delivery system to meet the needs of its people. Shortages of professionally trained personnel, if all needed services were to be provided, coupled with inefficient utilization of presently available manpower have been identified as major problems. Along with problems aimed at recruitment, education and retention of persons with the qualities and competencies required for professional social work, the need to redefine the tasks and competencies required to

deliver service effectively has been recognized as a needed first step in more appropriate use of personnel. The development of several categories of technical and auxiliary personnel with levels of education ranging from high school through the two year college to the baccalaureate degree has been recommended. The Council on Social Work Education has begun the process of formalizing the differentiation of professional functioning by extending its standard setting and accrediting functions to undergraduate programs in social work.

While accreditation is limited to baccalaureate programs at the present time, the Council's recent publication The Community Services Technician, Guide for Associate Degree Programs in the Community and Social Services attests to the profession's recognition of the Associate degree as a legitimate step in the professional education ladder. Although there is still a wide gap between the statements concerning what social work should be doing as a profession to redefine its roles and preparation for new types of professionals and what agencies are in fact doing, the recognition of the need is there and the educational models are developing. A major thrust which has led to the increasing interest in technically trained manpower is the growing experimentation in job restructuring methods for carrying out the tasks of social work. Included in this is the interest in the indigenous community worker and the examination of the special skills he brings to the job. On a broader scale, the idea of restructuring services has led to experiments in the separation of services and function into different levels for the same client and the move to separate payments and services in public welfare.

The manpower shortage in social welfare, the concern for restructured delivery systems, the war on poverty, and the examples of other professions,

have all converged to make technical education for social welfare significant at the present time. Perhaps the most important component of the community to be served is made up of the agencies and institutions that will utilize the service career programs directly as a source of trained personnel or as pre-service or in-service training for the already employed staff.

Traditionally there have been no job levels that were identified for this specially trained junior college graduate. If in determining the appropriateness of the human services career program in the community college one considers only the presently available jobs in the current staffing pattern of a given agency, or agencies, one is liable to become prematurely and unnecessarily discouraged. The programs we are discussing are new (for example, mental health technician, mental retardation technician, child care specialist, corrections and probation technicians, etc.) and they require positive action for change in service agencies and the colleges themselves.

The community college is now beginning to serve another function in higher education, that of field placement for the graduate student in social welfare who is interested in teaching. The Department of Social Work at Florida State University has been working with the Department of Higher Education at Florida State University to develop a teaching concentration for a select group of master's degree candidates who indicate a desire to prepare themselves to teach as well as to practice in the field of social welfare. The purpose of the community college is to serve the community, and the graduates of the human services programs in these colleges will be trained to serve the basic needs of their communities. The colleges now have the opportunity to develop leadership in educational

programs for the human services by utilizing the graduates of social welfare programs.

A Knowledge Flow System[1]

The utilization of graduate students as staff development specialists and community college teachers represents a unique convergence of three separate roles within three organizational contexts: the student in the university, the teacher in the community college, and staff developer in the agency. These role combinations of student, staff developer, and teacher are of great importance in exploring the educational-practice interface. The role combinations link the university, agency and community college in a knowledge sharing system in which information learned, developed or taught in one institutional sphere has immediate feedback through the student role to the other organizational partners in the information sharing chain. Thus a student may learn about group process in the university, then develop a staff development program related to augmenting group work skills in the agency, and then use the class as an experimental group in the community college. The student then returns to the campus and teaches group dynamics at the undergraduate level. The performance of the three roles for the student brings together a heretofore unlikely group of partners: instructors and professors at the community college interacting with supervisors and staff development persons at a public welfare agency and interacting with students and faculty from the

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[1]For further details see Brian Segal, "Community College Teaching and Staff Development: New Linkages in the Curriculum Continuum," in Austin, Northcutt, Kastner, and Turner, Curriculum Building for the Continuum in Social Welfare Education, Tallahassee, Florida: State University System of Florida, 1972.

university in reciprocal relationships. The student carries an important knowledge linking function which allows the educational and practice systems to interface.

The following summary of the tasks the students performed in each placement illustrates how the educational and practice systems can interface in a graduate field placement. In the community college, students were primarily involved in preparing bibliographies, extensive development of course syllabi, meeting with co-teachers, and in one case, screening individuals for participation in a special program. Students also participated in faculty meetings, curriculum planning and development, counseled students interested in social welfare, and observed classes. Their teaching assignments included such tasks as teaching a mini-lab program, teaching a course in juvenile delinquency, preparing and presenting a lecture and discussion of social services and social agencies to the highway patrol academy, teaching a section of child psychology, developing a one semester course in mental retardation, and teaching a course in community services for incoming freshmen.

Some of the tasks in the staff development placement included developing and participating in a protective services workshop, developing a foster parents group, and initiating and carrying out group work seminars and workshops. In addition the students developed orientation packages for incoming workers, prepared a foster parent handbook, and provided case consultation services for professionals in the agency. Need determination studies were also conducted to determine the training and program needs of the staff for more effective workshop and seminar planning. Thus the role combinations of student, staff developer, and teacher were linked in a knowledge sharing system which emphasized developing the ability to transfer information among three institutional spheres.

Results and Discussion

The evaluation of the project consisted of the collection of a wide range of information from students, community college faculty and agency supervisors concerning the utilization and effectiveness of the students within the agency and the community college. The students' evaluation of the placement was measured through interviews and the submission of bi-weekly logs. The logs were designed to encourage the students to describe their activities and feelings about the joint appointment and to focus on some of the strengths and weaknesses of this placement system.

The interview schedule began with the presentation of the goals and methods of the study and of the monitoring nature of the research design. In addition to basic demographic information, data was collected on the respondents' conception of the structure and climate of the agency and the community college. The interviews were also concerned with the students' role perceptions of norms, attitudes, goals, value and responsibility, significance of assignments, and supervisory relationships. The final area dealt with student satisfaction concerning supervision, tasks, job description, interaction with other employees, and potential for self-realization. It must be cautioned that there were only four students involved in the placement, and thus the results of this evaluation are only suggestive. While these results may only be suggestive, they do provide some noteworthy case material.

The expectations or perceptions of what ought to occur in terms of the students' assignments and accountability patterns varied among the participants. While the structural arrangements for the allotment of student time in both agency and community college settings were clear to all participants, the interpersonal nature of the division was somewhat

blurred. There existed a lack of clarity related to the official versus unofficial supervisory process, the task development and assignment process, and the evaluation process.

Organizational Antecedents

The structure and climate of the organizations in which the students are placed has a capacity to affect motivation, attitudes, and initiative. These effects are most often reflected in student performance. The students who felt more comfortable in the work setting of one organization over the other tended to perform better in that setting. Those students who felt equal comfort in both settings tended to have adequate role performance in both settings. It was interesting to note that the students' perceptions of their own performance seemed to be quite clearly related to their attitudes about the organization.

The feedback mechanism which operates when an individual reviews his performance continuously through supervision and then relates feelings of satisfaction or dissatisfaction about his performance back into the work setting necessarily has an effect on the normative climate. The normative influence that the organizational climate had on student performance seemed to be reflected in the extent to which the student executed functions above and beyond the minimal limits set forth in the formal role prescriptions. In some cases this was related to the fact that in one or the other organization the student was not perceived as a student but as a professional cooperating in an important venture. These results demonstrated that students as well as other personnel in agencies are highly sensitive to the norms existing in their organization and very often take them into account and reflect them in terms of how they perform their tasks.

Conclusions and Recommendations

The students felt that the supervision they received was certainly adequate in the areas of professional growth and use of self, and in specific job-related matters pertaining to tasks, committee work, report writing, and curriculum program planning. They felt that more concentrated consultation or supervision in the area of staff development methodology which focused on problems of orientation, staff inclusion, and education processes was necessary. While there was frequent interaction between students and supervisors related to content material in staff development and community college teaching, the actual methods of transferring knowledge to the potential user did not receive enough attention.

In addition to more supervision in staff development methodology, the results showed the need for more communication between community college and agency supervisors. In all cases there was insufficient communication between the supervisors concerning the students' job assignments, task performance, attitudes, motivations, problems, and feelings about the placement. It is thus being recommended that each setting and each supervisory relationship be accorded equal status and importance in the overall accountability and evaluation process of the student. It is further suggested that a regularized information sharing process should be developed between the supervisors, the students, and the school, which would focus on discussions about student performance.

Graduate schools of social work have responded to the development of differential staffing patterns of manpower utilization with experimental curricula designed to train graduates for the new roles they will have to assume in the agency. This project has demonstrated one

attempt to design a field placement that will train future MSWs to assume these new roles. The design of the project showed how agency staff development programming can be linked with community college training. These are two areas that are mutually supportive of one another, however this relationship has rarely been utilized to benefit both the graduate school, the community college, and the agency. The results of this project suggest that formal linkages need to be developed between the community college and agency staff development programs. This linkage has the potential of not only providing a partial solution to problems of designing relevant curriculum, but also increasing articulation within higher education between graduate social work education and undergraduate human service and community college education, which is training the paraprofessionals who will play a key role in the differential staffing of our human service agencies.

Section 4

HUMAN SERVICES EDUCATION AND THE COMMUNITY COLLEGE

In the past decade associate degree programs in the human services have experienced a rapid expansion. Although the legitimacy of these programs was recognized in the educational sector, it was not until recently that human service agencies began hiring staff at this level. This hiring increase coupled with the increase of human service programs has important implications for the role of the local community college. For example, Section 3 of this report discussed the importance of developing agency relationships for field training and job placement. In addition, it has been recognized that community college programs must be coordinated on a statewide level to avoid unplanned expansion and to insure effective programs that will serve both the students and the community. This section will give an overview of the community college system in Florida and will discuss its relationship to human services education, emphasizing the new roles that must be assumed by the local colleges.

The Community College System of Florida

Florida has one of the best recognized community college systems in the nation. Interest in a state system of public community colleges was first expressed in the report of the Citizen's Committee on Education in 1947. In response to that call, the legislature passed a series of acts which permitted the establishment of public junior colleges as part of the public school system. By 1955 state supported community college programs were operating under this plan.

Five years later, the Council for the Study of Higher Education in Florida issued a plea for an expanded state community college system. The 1955 legislature made a vigorous response to the recommendations. It appropriated over four million dollars to expand and equip the existing public community colleges, created a Community College Council, authorized a staff for this council and appropriated funds to finance an extensive study of the state junior college program and needs.

When the Community College Council reported to the 1957 legislature, it recommended a long-range program for the development of a state system of junior colleges which would eventually place a public junior college within the commuting distance of 99 per cent of the population of the state. Currently, twenty-seven community colleges serve the state and the twenty-eighth will begin operation in 1972. This will complete the state plan, taking only fifteen years from the time of the plan's adoption in 1957. In the Fall of 1971, the twenty-seven public junior colleges in operation had an enrollment of 170,881 of which 120,262 were enrolled in the university credit programs.[1] This compares with an enrollment of 78,760 for the seven state universities.[2] Further, the largest institution of higher education in the state is Miami-Dade Junior College where 38,106 were enrolled during the Fall term, 1971. As an indication of the impact of the community college, in one economically deprived junior college district in 1957, only 15 per cent of the high school graduates attended college. Within a few years, 55 per cent of the high school graduates of the district were able to attend, most of whom entered the local junior college, created in 1958.

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[1] Annual Report of Florida Public Community Colleges, Fall, 1971, Head Count Enrollment, Florida Division of Community Colleges.

[2] Report of On-Campus College Credit Enrollment, 1971-72, Fall Term, Florida Board of Regents.

While the universities may have lost some beginning freshmen due to the emergence of the junior colleges, the pool of students becoming available at the junior year grew fantastically. In 1965, for the first time, more than half of the high school graduates of the state entered post-secondary education institutions. Since 1968, approximately 65 per cent of all students entering Florida colleges and universities for the first time have entered a Florida public community college. This compares to about 18 per cent of the first time in college students who enter the state universities.

It is obvious, therefore, that most of the students who enter the higher education system in Florida enter via the junior college route, particularly since freshmen enrollments at those universities that accept freshmen have been limited by regulations.[1]

The legislature of Florida has established a dual system of higher education: 1) The junior college system designed to serve students with lower division university parallel programs along with occupational curriculum and continuing education; and 2) The university system designed to serve primarily upper division and graduate students.

In 1968, the Florida public community colleges, having reached maturity, and in some instances outgrowing their parents, were separated from the county school systems of the state. The institutions were placed under the district boards of trustees appointed by the governor and confirmed by the cabinet and the senate. In 1971, the token local tax support was discontinued, and now all tax money supporting operational capital outlay costs comes from the state appropriations.

The junior college system in Florida developed so rapidly that it was difficult to work out adequate articulation procedures. Indeed, it

[1]Comprehensive Development Plan (Code), Florida Board of Regents, 1969.

appeared for a time that such problems developed faster than the leadership within the two systems could solve them. However, it was clear that the legislature intended for the system to work and accordingly, significant steps were taken. First, an articulation agreement was approved by the Board of Regents and the Junior College Presidents Council in 1959. This agreement affirmed as policy that the completion of general education requirements at one public institution in Florida would satisfy the general education requirements at all other public education institutions in Florida. This plan was a bold step toward making the transfer of students between institutions easier and demonstrating that educators are willing to work toward the solution of institutional articulation problems for the benefit of students.

A second articulation agreement adopted in 1971, tried to correct deficiencies in the earlier agreement. An attempt was made to treat all students alike in the higher education system of Florida whether they began at the junior college or at the university. It was the availability of the community college which enabled the universities to be more selective at the freshman level. And now it is the integrity and effectiveness of the junior colleges which allows the universities to continue the education of qualified community college graduates regardless of original indications of ability. At the same time, the community colleges have given all high school graduates of Florida a chance to succeed in college at less expense to the state and to the parent. The success of the community college transfers in the universities of the state has proven the wisdom of the plan of higher education as developed by the Florida legislature.

Human Services Programs

The human services programs in the community colleges were developed to meet the needs of the community and certain major groups of persons who

would be attracted to the programs. The composition of the student bodies of these programs provides evidence of the various groups whose educational needs are being met by these programs. Generally those who are attracted to these programs include:

(1) The recent high school graduate, who either out of a strong interest in the field or because of economic necessity is anxious to become involved immediately in a career oriented program;

(2) The so-called "second careerist," who may be the woman who has been raising a family during the years since leaving school and who now wishes to continue her education; or the adult, man or woman, who has worked for many years out of economic necessity in a field which is of little intrinsic interest, and who is anxious to find a more satisfying job;

(3) The "career upgrade," who is the adult already employed in a congenial job in the human services field, and who now wishes to upgrade himself in this type of work; and

(4) The "new careerist," who has been employed in a new and challenging role in the community and who is being offered the opportunity to make this kind of work a career through educational upgrading.

The field of social work has been particularly aware of the limitations of the present service delivery system to meet the needs of our people. Shortages of professionally trained personnel, if all needed services were to be provided, coupled with inefficient utilization of presently available manpower have been identified as major problems. Along with programs aimed at recruitment, education, and retention of persons with the qualities and competencies required for professional social work, the need to redefine the tasks and competencies required to deliver service effectively has been recognized as a needed first step in more appropriate use of personnel. The development of several categories of technical and auxiliary personnel with levels of education ranging from high school through the two year college to the baccalaureate degree has been recommended. The Council on Social Work Education has begun the process of formalizing the differentiation of professional functioning by extending its standard-setting and accrediting functions to undergraduate programs in social work.

Although accreditation is limited to baccalaureate programs at the present time, the Council's recent publication, The Community Services Technician--Guide for Associate Degree Programs in the Community and Social Services, attests to the profession's recognition of the Associate Degree as a legitimate step in the professional education ladder. While there is still a wide gap between the statements concerning what social work should be doing as a profession to redefine its role and preparation for new types of professionals and what agencies are in fact doing, the recognition of the need is there and the educational models are developing. A major thrust which has led to the increasing interest in technically trained manpower is the growing experimentation in job restructuring methods for carrying out the tasks of social welfare. Included in this is the interest in the indigenous community worker and the examination of the special skills he brings to the job. On a broader scale the idea of restructured services has led to experiments in the separation of services and functions into different levels for the same client and the move to separate payments and services in public welfare. All of the above imply that tasks be defined as part of an improved total personnel system, other than simply relying on workers with college degrees.

The manpower shortage in social welfare, the concern for restructured delivery systems, the war on poverty, and the examples of other professions have all converged to make technical education for social welfare significant at the present time. Perhaps the most important component of the community to be served is made up of the agencies and institutions that will utilize the human services career programs directly as a source of trained personnel or through the use of the educational component itself as pre-service or in-service training for already employed staff. Unless there are agencies with job functions appropriate to the graduates of a specific program the

development of such a program, however consistent it may be with the interests of the students in the college, may not be justified. The term job functions rather than positions is used deliberately. Many agencies at present operate within an established staffing pattern that is inconsistent with the most effective delivery of services in terms of today's needs and knowledge. Positions may be available at the high school graduate level or the B.A. level, some at the M.A. level only. Traditionally, there have been no job levels that were identified for the specially trained junior college graduate. If in determining the appropriateness of a human services career program at the community college, one considers only the presently available jobs in the current staffing pattern of a given agency or agencies one is liable to become prematurely and unnecessarily discouraged. The programs we are discussing are new, for example the mental health technician, mental retardation technician, child care specialist, corrections and probation technicians, and they require positive action for change in service agencies and the colleges themselves.

If agencies have job functions which can be carried out by graduates of the community college programs, the possibility exists for the college to demonstrate this fact and work with the agency to bring about changes in job descriptions and qualifications. It is obvious that this is a circular process, as long as there are no educational programs appropriate to the two year college educational requirements of the agency, there is no reason for positions to be defined at this level and therefore no jobs. On the other hand, unless there are jobs available at this level, students and colleges are reluctant to become involved in such programs. Experience has shown that this impasse can be broken when the college and the agency work together.

The concept of development of good citizenship has long been an objective at all levels of education. Citizenship education has traditionally been the domain of liberal arts. Social welfare educators recognize that the helping relationships which are basic to their profession should be considered within the framework of liberal arts. These are the relationships especially concerned with assisting people in one way or another to cope with the increasing complexities of life and to achieve a greater measure of fulfillment. Specifically the meanings, attitudes and values of the helping professions are not only appropriate but essential in the development of citizenship.

New Roles for the Community College

The community college is now beginning to serve another function in higher education, that of field placement to the graduate student in social welfare who is interested in teaching. The Department of Social Work at Florida State University has been working with the Department of Higher Education at Florida State to develop a teaching concentration for a select group of master's degree candidates who indicate a desire to prepare themselves to teach as well as to practice in the field of social welfare. Utilization of this type of field placement provides the community college with the opportunity to develop leadership in educational programs for the human services and to employ professionally educated social workers as instructors in their programs.

In addition to utilizing graduate social work students, the community college must begin to formalize relationships with state and local agencies for field training and job placement of their own students. Two year graduates are still having some difficulty finding employment, but this

difficulty can be partially alleviated if the college has utilized the agencies for field training and has discussed the possibilities of job placement.

The Need for Statewide Coordination

Over the past two years the Social Work Education Project has been working with the Curriculum Design and Evaluation Committee on policy recommendations for human services education. In addition to recommendations for the university system, it has been suggested that recommendations should also include the Division of Community Colleges regarding human services education programs in higher education.

The Curriculum Advisory Committee recommends to the Division of Community Colleges that new programs being developed be concerned with the following: the ability of existing programs to expand instead of approving new programs, the careful identification of manpower needs, the strength of supporting disciplines, student needs and interests, and the financial commitment of the college. The Committee further recommends that state human service agencies, as well as local agencies, should be consulted regarding the number of community college programs to be developed and to determine if geographic designations should be used. In addition, existing programs and those planned for the future should communicate with universities offering human services programs to establish a curriculum committee.

Rapid redesign of service delivery systems is now taking place in most human service agencies. It is thus essential that planning be undertaken to provide the community colleges and these agencies with the flexibility of program development that will enable personnel to have career mobility and employers to have trained personnel that are competent and able to

meet multiple-problem human needs. The emphasis for the community colleges in state systems is to meet local needs, yet to limit design of the programs to small geographical areas does not relate to the realities of the mobility in changing dimensions in our society. Human need is not geographically limited nor are the service agencies that provide for delivery systems to meet these needs. It is abundantly evident that coordinated planning be carried out at the state level between agencies and the community colleges that are providing personnel.

Finally, it is recommended that a coordinator is needed to assist the community colleges to work together with state and local agencies and the universities to develop program objectives based upon manpower needs. The objectives to be accomplished by this coordination are as follows:

(1) Provide for comprehensive planning, development, coordination, and evaluation of human services education programs at the community college level with the various agencies of the state.

(2) Delineate educational goals at the community college level that will provide for career ladders and lattices for personnel with the Associate degree that will be more responsive to the needs of the graduates of these programs and the needs of state agencies.

(3) Assist the community colleges with communication and coordination of the human services programs as they relate to the university undergraduate programs in the human services.

(4) Assist the community colleges in developing curriculum components for human services education.

(5) Provide a framework and structure for direct and continuing communication between using agencies and the community colleges responsible for education and training of current and future agency personnel.

PART II: MANPOWER

Section 5

NEW TECHNOLOGIES AND PLANNING STRATEGIES

Introduction

Over the past two years the Social Work Education Project has attempted to identify critical issues of manpower utilization in Florida human service agencies. The project has been primarily concerned with social work manpower, but also with a number of related human service paraprofessionals. Numerous manpower surveys have been conducted over the past two years, both within the various programs of the Department of Health and Rehabilitative Services as well as in other specialized areas such as school social work, medical social work, and community mental health. From the survey data we have been able to determine current manpower utilization procedures in a number of Florida human service agencies.

We have seen the increased utilization of paraprofessional manpower at the high school level or less in both institutional and community programming across the state, and at the same time experimentation with the new two year technician primarily in the areas of mental health and mental retardation. We have also seen the increased recognition of the competencies of the undergraduate social welfare major in many state programs. Consequently, we have identified new and emerging roles for the MSW. As more baccalaureate social workers are being used to provide direct services in many of our state and local agencies, the MSW is shifting into a mid-management position with an emphasis on supervision, consultation, staff development, planning, and administration.

As state and local agencies in Florida move toward differential staffing, there is a growing concern that a more systematic approach to work distribution and job assignment must be developed. At the same time, as these agencies have experimented with new worker types, there is a growing recognition that workers at various levels of education can be utilized to make important contributions to client service, and that the quality of service programs can be enhanced by effectively utilizing their skills and commitment. In order for this to occur, attention must be given to methods of deploying staff most effectively in service programs.

The application of new technologies in manpower utilization must be experimented with by service agencies. A recognition of this fact has led us to suggest that social service agencies need the capability of research and demonstration units to test both new methods of service delivery, and new technologies for manpower utilization. At the same time, staff development programming becomes critical. As agencies employ and utilize new worker types, and as agencies experiment with new methods of service delivery, staff development programming must adjust to the new training needs indicated. Consequently, attention is being directed at staff development programs that relate not only to orientation, but training that also relates to career mobility for a variety of different workers.

Classification systems, qualifying examinations, and performance standards are also under scrutiny across the state as agencies strive to employ and utilize new workers in different ways. This is particularly true as more paraprofessionals are being employed in service programs since the concept of the career lattice is beginning to receive a great deal of attention.

Based on our manpower surveys, we have been able to identify a great deal of the quantitative and qualitative characteristics of human service personnel in Florida. By examining this data along with turnover rates and characteristics of the population in general, one could project with some degree of accuracy manpower demands in the human service industry over a period of time. However, a number of critical factors must be considered in making any such projections. As stated previously, Florida human service agencies are engaged in a period of experimentation relative to both patterns of service delivery and the utilization of a variety of manpower. Until the results of that experimentation have been evaluated, manpower projections are difficult. Therefore, predictions can be made about manpower demand based on current programming and staffing levels that may bear little resemblance to demands determined one year from now, or five years from now.

Florida is also engaged in a period of rapidly developing programs for human services. This calls into consideration the status of the job market across the state. For the past two years the job market in the human service industry in Florida, as in the nation, has been extremely tight. A number of graduates of our human service programs have been unable to find the kinds of jobs they were trained to perform. This picture is beginning to change significantly, largely because of increased federal support for new programming.

We are also seeing the emergence of redesigned service delivery systems, specifically the separation of assistance payments from services in public welfare and the shift from institutional programming to community programming in many human service agencies across the state.

All of these things have resulted in our making a distinction between what we have termed manpower demand and manpower need. As the products of experimentation in programming and manpower utilization are evaluated, manpower needs will begin to emerge. These needs will be based on an assessment of the numbers, variety, and competencies of the workers required to deliver the services indicated by new program directions across the state.

Given this set of circumstances, the Social Work Education Project has sought to accomplish two primary objectives in the area of manpower utilization. The first of these relates to the documentation of the current state of the art in manpower planning. This involved an indepth review of the literature, the collection of significant amounts of baseline data, and the identification of emerging directions of manpower development in Florida. The second objective relates to the creation of planning strategies for manpower utilization in Florida human service agencies. This approach has heavily emphasized a collaborative effort among agency representatives and educators within the state. It has also emphasized experimentation with new technologies of manpower utilization through a research and demonstration effort. Much of the manpower data have been reported on in previous progress reports and in our monograph series. Therefore, this Final Report will emphasize new technologies that we have identified as being useful in manpower planning and the planning strategies we have developed over the two year effort.

A Systematic Approach to Role Clustering

In June of 1970 the Southern Regional Education Board published Manpower Utilization in Social Welfare.[1] This publication represents a major breakthrough in the still formative area of manpower planning for the human services. This report, which was developed from a series of symposia involving human service practitioners and educators, represents a new conceptual approach to differential staffing.

The basic premise of this new approach or model is that worker activity in a social welfare organization can be categorized into a set of 12 roles. These 12 roles--outreach, broker, advocate, evaluator, teacher, behavior changer, mobilizer, consultant, community planner, care giver, administrator, and data manager--were developed from a set of functions which in turn were derived from a systematic problem definition. (See Figure 1)

The problem definition cube, seen in Figure 1, is perhaps most useful in helping us understand the nature of service delivery systems as they have evolved in this country. As we look at the three dimensions of the cube--"domains of living", "status of functioning", and "obstacles to functioning"--the evolution of service delivery systems and the professions that run them can be examined. For example, various occupational and professional groups have laid claims to specified "domains of living." This is readily apparent in the area of physical health, which is tenaciously guarded by the medical profession. In other areas such as family integrity, professional

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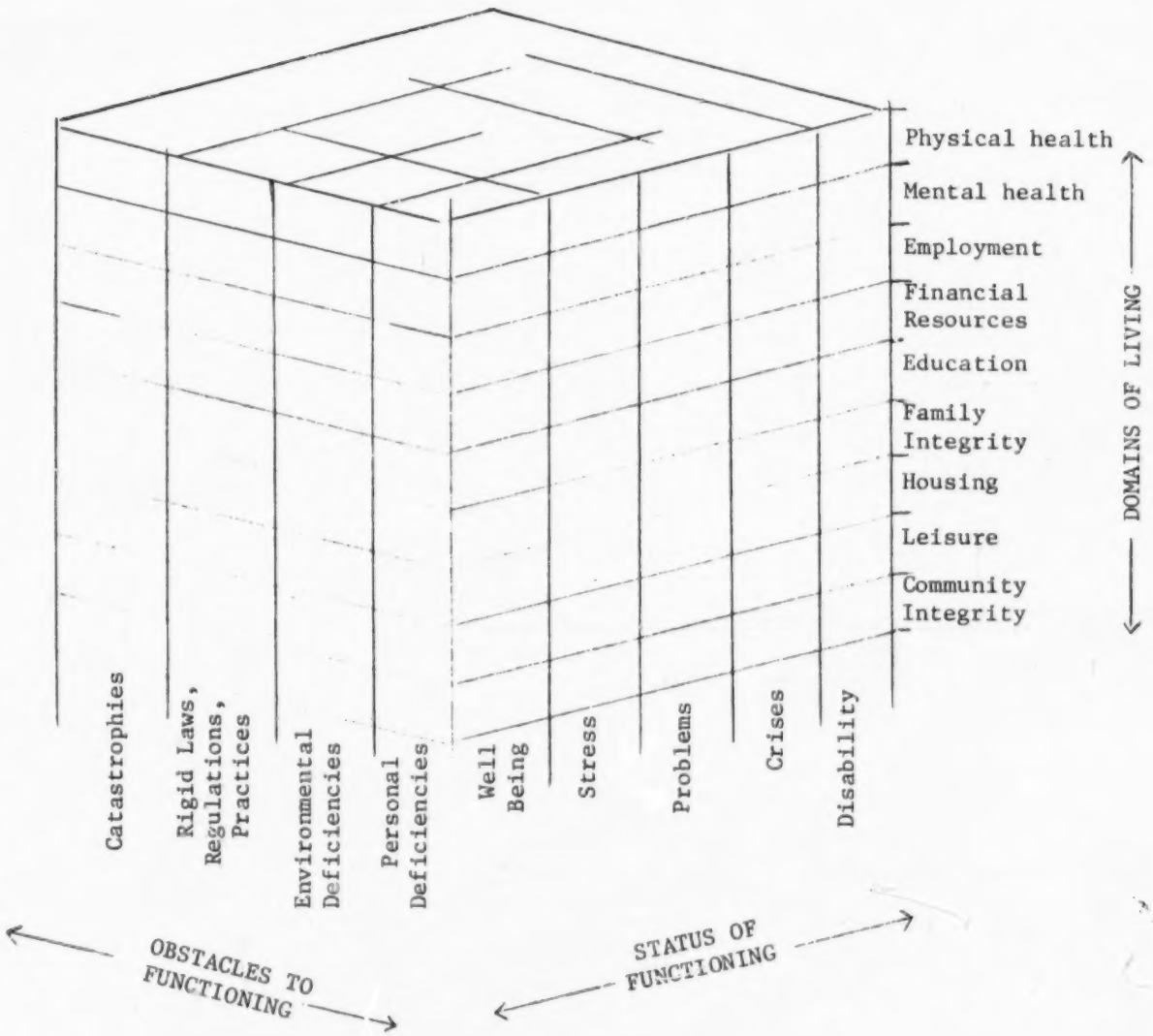
[1]Robert J. Teare, Ph.D. and Harold L. McPheeters, M.D., Manpower Utilization in Social Welfare, Atlanta, Southern Regional Education Board, 1970.

Figure 1*

Basic Framework of Social Welfare

Human Services Problem Areas



*Taken directly from Robert J. Teare and Harold L. McPheeters, Manpower Utilization in Social Welfare (Atlanta: Southern Regional Education Board), 1970.

domination is not so nearly explicit. For the human service worker in the field the problem of negotiation becomes critical. As the worker moves from one "domain of living" to another in attempting to solve client problems, he must negotiate with a number of different occupational or professional groups as well as with a number of delivery systems.

As we look at "status of functioning", another kind of perspective on the service delivery systems emerges. As a human service worker deals with individuals, families, groups, or communities at various levels of functioning, it becomes important to note that social welfare organizations by legislative mandate, by internally imposed policies, or by their own definition of problem, bring their resources to bear at a specified level of functioning. Unfortunately in most social welfare organizations resources are only brought to bear at a crisis or disability stage.

In viewing "obstacles to functioning" it becomes critical to realize that a number of external variables come into play which effect individuals, families, groups, and communities and are largely beyond their control. It is extremely important to recognize this fact in attempting to understand the service delivery system and to plan for a more systematic use of manpower, since we have traditionally categorized clients of social welfare organizations as participants in the system largely because of their own personal deficiencies.

The SREB 12 Role Model was derived from the problem definition cube and offer a new conceptualization of worker activity based on a variety of factors, but always relating to an identification and categorization of client and system problems. This model, which has been described as a developmental approach as opposed to a job factoring approach to manpower utilization, is most significant in: 1) examining

the appropriateness of agency function and worker activity; and 2) in making management decisions concerning the grouping of worker activity within a social welfare organization.

It is important to note that the 12 roles projected by SREB do not necessarily indicate individual jobs. On the other hand, these 12 roles can be grouped or clustered into centers of worker activity or jobs. The criteria for role clustering rests within the organization and is based upon their assessment of client need, agency function, and the extent of coverage they wish to provide. Roles can be clustered into direct or indirect service units, or they may be clustered to provide a bl .d of both depending upon the size and needs of the organization.

As an agency administrator begins the process of role clustering for the reorganization of staff responsibilities, the process of task analysis may be called into play. Task analysis is not a new technology in manpower planning, but one that has recently been adapted to the social welfare field, largely through the efforts of the W.E. Upjohn Institute for Employment Research.

Functional Job Analysis

While the SREB 12 Role Model represents a new conceptual approach to manpower utilization derived specifically from the social welfare field, the functional job analysis model is basically an industrial approach which in recent years has been adapted to social welfare organizations.

Functional job analysis, as developed by the W.E. Upjohn Institute for Employment Research,[1] emphasizes a systems approach to manpower

[1]Sidney A. Fine and Wretha W. Wiley, An Introduction to Functional Job Analysis, Washington: W.E. Upjohn Institute for Employment Research, September 1971.

utilization and is related in many ways to the concept of management by objectives. Reflecting a systems approach, functional job analysis first emphasizes the identification of the organization's primary purpose of existence; it then depends upon identification of a set of long-term goals. For each of these goals a set of short-range objectives must be derived. It is at this point that the process of task analysis comes into play, as each one of these objectives is analyzed relative to what work must get done and what the worker must do in order to accomplish the specified objective. The task then becomes a fundamental unit of work. The Upjohn publication describes functional job analysis as a conceptual system as follows:

1. "A fundamental distinction must be made between what gets done and what workers do to get work done. We too often ascribe the former to the latter and as a result confuse our thinking concerning what goes on in a job right from the start. Thus, the bus driver does not carry passengers; what he does is perform a number of sequenced tasks to drive a vehicle and collect fares. We must not confuse the technology of economics and engineering with the behavior of people."

2. "What workers do, insofar as their job content is concerned, they do in relation to three primitives: Things, Data, and People."

3. "In relation to each primitive, workers function in unique ways. Thus, in relation to Things, workers draw on physical resources; in relation to Data, on mental resources; and in relation to People, on interpersonal resources."

4. "All jobs require the worker to relate to each of these primitives in some degree."

5. "Although the behavior of workers or the tasks performed by them can apparently be described in an infinite number of ways, there is a small number of definitive functions involved. Thus, in interacting with machines, workers function to feed, remove, operate, or set up; and in the case of vehicles or related machines, to drive-control them. Although each of these functions occurs over a range of difficulty and content, essentially each draws on a relatively narrow and specific range of similar kinds and degrees of worker characteristics and qualifications for effective performance."

6. "The functions appropriate to each primitive are hierarchical and ordinal, proceeding from the simple to the complex. Thus, to indicate a particular function, say compiling(data), as reflecting the requirements of a job is to say that it includes the requirements of lower functions such as comparing and excludes the requirements of higher functions such as analyzing."

7. "The three hierarchies provide two measures for a job:"

   "Level: This is a measure of relative complexity in relation to Things, to Data, and to People."

   "Orientation: This is a measure of relative (proportional) involvement with Things, Data, and People."

8. "Prescription and Discretion: The hierarchies of functions reflect a progression from much prescription and little discretion in worker instructions at the least complex level to much discretion and little prescription at the most complex level."

9. "Human performance is conceived as involving three types of skills: adaptive, functional, and specific content:"

   "Adaptive Skills refer to those competencies that enable an individual to manage the demands for conformity and/or change in relation to the physical, interpersonal, and organizational arrangements and conditions in which a job exists. Included are management of oneself in relation to authority; to impulse control; to moving towards, away from, or against others; to time (e.g., punctuality and self-pacing); to care of property; to dress (e.g., style and grooming). These skills, rooted in temperament, are normally acquired in the early developmental years, primarily in the family situation and among one's peers and reinforced in the school situation."

   "Functional Skills refer to those competencies that enable an individual to relate to Things, Data, and People (orientation) in some combination according to personal preferences and to some degree of complexity appropriate to abilities (level). They include skills like tending or operating machines; comparing, compiling, or analyzing data; and exchanging information with or consulting and supervising people. These skills are normally acquired in educational training and avocational pursuits, and are reinforced in specific job situations."

   "Specific Content Skills refer to those competencies that enable an individual to perform a specific job according to the standards required to satisfy the market. These skills are normally acquired in an advanced technical training school or institute, by extensive on-the-job experience, or on a specific job. They are as numerous as specific products, services, and employers who establish the standards and conditions under which those products and services are produced."

> "In effect, the degree to which a worker can use his functional skills effectively on a job is dependent on the degree to which his adaptive skills enable him to accept and relate to the specific content skill requirements." (Fine and Wiley, 1971)

Functional job analysis can also be used as an observational technique or an analytical tool to understand what workers do in a given social welfare organization. In this application process task statements can be developed for various segments of worker activity which include information about what action is performed, to accomplish what immediate result, with what work aides, and upon what instructions. This approach is most significant in that an examination of tasks performed--including the level, the orientation, the performance standards (in relation to a scale of General Educational Development)--is based upon qualification criteria which are independent of educational background. Consequently, as tasks are identified, categorized, and grouped into jobs, workers could be promoted or upgraded by the addition of higher level tasks to their job grouping. Since any task that might be added to a worker's job would have performance standards and training content indicated, appropriate staff development activities could be generated and performance evaluated. It should be noted that functional job analysis can be used to job factor and that care should be exercised to prevent this occurrence

As we have become more familiar with the new SREB and Upjohn models of manpower utilization and have begun to evaluate their adaptation to the field, we believe that they both can be used to assist social welfare organizations in systematically determining worker service objectives and how work can best be distributed to a range of personnel within the organization. Whereas functional job analysis may be used most productively to analyze procedures for work distribution within an

organization as it exists, the SREB 12 Role Model provides an analytical tool to not only determine existing procedures, but to identify inappropriate agency objectives and to indicate new directions for worker activity. The SREB 12 Role Model could be utilized to indicate the most appropriate and viable direction for the organization to pursue. As role clusters emerge or are designed from this process, task analysis could be most productively applied to determine the basic work components of each role in any given job cluster.

This is the situation of many Florida human service agencies. As new worker types are recruited and employed, as new programs are generated, and as service delivery systems are redesigned, an analysis of the most appropriate direction for manpower utilization becomes much more important than an analysis of the system as it exists. For this reason, a major portion of our two year effort has been concerned with research and demonstration relative to new technologies of manpower utilization. Consequently, the research and demonstration effort has become one of our major planning strategies.

The Adaptation of Technology

While social welfare organizations in Florida are moving into differential staffing, i.e. staffing service programs with a range of personnel from the indigenous worker to the Ph.D., relatively few of the new concepts and technologies of manpower utilization have filtered down into an operational stage. Time constraints brought about by rapid programming, limited personnel, and a lack of technical assistance have largely been responsible for the lack of opportunity to test and operationalize new technologies.

With this in mind, the Social Work Education Project developed a

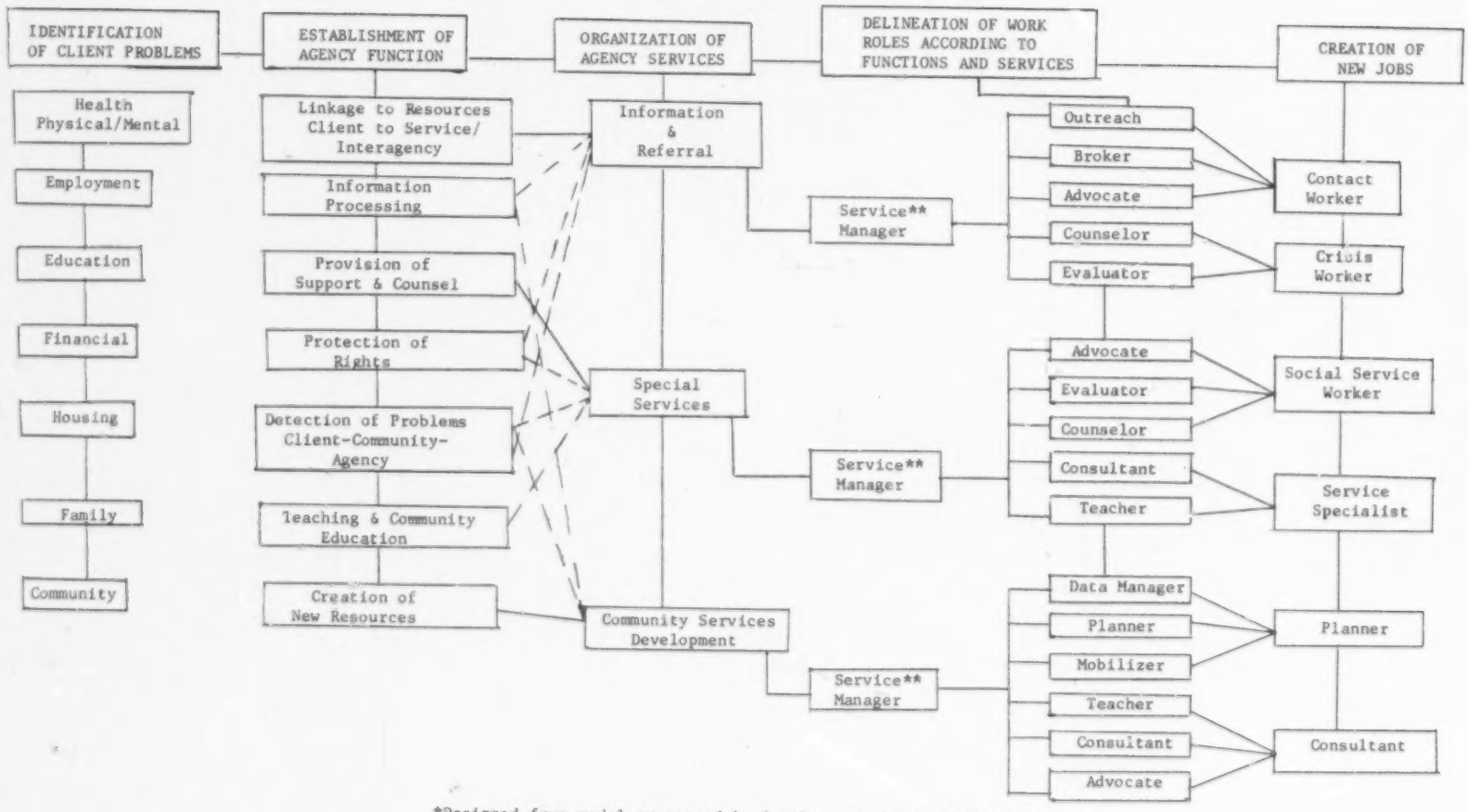
research and demonstration project designed to field test the SREB 12 Role Model and its applicability to service programming. This project, which eventually came to be known as Project Somebody, involved students from three institutions of higher education as staff in a storefront delinquency project in Tallahassee. The research findings from this project are reported in The Field Consortium: Manpower Development and Training in Social Welfare and Corrections, Monograph Series No. 3, Collaborative Planning in Higher Education for the Professions. The expansion of this research and demonstration project into an ongoing service program is discussed in Section 6 of this report.

Project staff also had the opportunity to participate in an application of the SREB 12 Role Model in the planning process for a new service delivery system in the State Division of Family Services. The 1967 amendments to the Social Security Act brought about the separation of assistance payments from service delivery in public welfare programs. In Florida, this change in organizational structure set the stage for redesigning the existing service delivery system and new programs were designed to meet the needs of a broader client population. The redesign of the existing service delivery system and the organizational change that was to occur necessitated a redesign of existing job functions. Staff from the Social Work Education Project had the opportunity to participate in the planning process for the new service delivery system and to provide technical assistance in the area of manpower planning and utilization.

Given the proposed components of the new system, a staffing model was developed. (See Figure 2) First, a typology of client problems was developed. Then, agency functions were categorized and linked to the

Figure 2

STAFFING A SERVICE DELIVERY SYSTEM*



*Designed from model suggested by Southern Regional Education Board (Teare and McPheeters, Manpower Utilization in Social Welfare).

**The function of Service Manager includes the roles of teacher, consultant and evaluator, as well as the roles to which it is linked.

proposed organization of the service delivery system. From this linkage a delineation of work roles was completed for each of the service components. Finally, these work roles were grouped or clustered into functionally defined jobs. A profile sheet was done on each worker role. The information contained on this profile sheet consisted of a statement of the major purpose of the role, a description of the activities required to perform the role, the range of operation involved in performing the role, and finally, knowledge and skill components that would be required of the worker for acceptable role performance. As role clusters were developed for each service component, tentative job descriptions were developed for workers in each section.

It was felt that translating agency functions into worker roles (that could be grouped into jobs with a definition of knowledge and skill components) could be beneficial to the agency in the following ways:

1) It provides a guide for administrators to systematically reassign workers to new jobs in a new service delivery system.

2) It provides workers with a guide to decide what they are most interested in and what they believe most qualified to do in a service delivery system.

3) It provides staff development personnel with a rationale for structuring in-service training programs.

4) It provides the agency with guidelines for establishing performance standards that can be used to evaluate workers at all levels.

5) It provides the agency with a baseline for negotiations with educational institutions regarding the preparation of their graduates.

6) It provides the agency with a conceptual framework for reorganizing their personnel classification system.

7) It provides the agency with the mechanism to negotiate new qualifying examinations with personnel offices.

This particular planning activity demonstrates the interrelationship between planning for new services and planning for manpower utilization. Within the context of this planning effort, the relationship of personnel administration and staff development programming became quite apparent. As an agency moves to redesign its service delivery system, as well as its procedures for recruiting, training, and utilizing manpower, the role of staff development takes on a new significance. Within this context, the staff development unit should be considered as part of the administrative structure of the agency with participation in decision-making at the highest level, as opposed to a supportive or adjunct service to the overall programs of the agency. At the same time, personnel administrators need to be involved in the process of service planning. As new services are created and service delivery systems redesigned, job classification systems, qualifying examinations, and performance standards require reexamination.

These activities are descriptive of several of the project's efforts over the past two years. Section 6 of this report will deal with three planning strategies that emerged in the two year effort and how these strategies were utilized for program impact in several different areas.

Section 6

PLANNING FOR PROGRAM IMPACT

Introduction

As the overall planning strategy was developed in the Social Work Education Project, various activities were generated which were intended as different approaches to manpower planning but consistent with the overall objectives and planning strategies of the project. In this section of the report three of these areas of activity will be described.

The first planning activity deals with the development of a Human Service Careers Project. The primary thrust of this planning activity is toward interdepartmental articulation relative to the state classification system. The second planning activity described deals with the creation of a Field Consortium Research and Demonstration Project and its subsequent development into a new and different service program. The primary planning thrust in this effort is directed toward creating a new and more productive interface between educational programs of field instruction and new methods of service delivery. The third planning activity described deals with the replication of a national study on Task Analysis and Differential Staffing in School Social Work applied to the total population of school social workers in Florida. The primary planning thrust of this effort was to explore the potential for differential staffing in a specialized field of practice.

I. The Human Service Careers Project

Preface

As the Social Work Education Project became involved in manpower planning activities related to service delivery design and staff development programs in various agencies across the state, a critical planning area was identified--personnel administration. As new programs were rapidly being developed in the Florida Department of Health and Rehabilitative Services* (approximately 28,000 employees) and as service delivery systems were being radically redesigned thus indicating the need for new worker types and a redistribution of work responsibility as well as a redefinition of job function, the need to examine the state classification system became apparent.

An analysis of the personnel classification system in the Department of Health and Rehabilitative Services provided some interesting data. We divided the state classification system into four levels based on educational requirements. The levels were defined thusly:

Level 1 -- High School Diploma or Less
Level 2 -- Associate Degree (2 years)
Level 3 -- Baccalaureate Degree
Level 4 -- Master's Degree or Ph.D.

We found the state classification system to be top-heavy at Levels 3 and 4. While some duplications made an exact count difficult, in excess of 150 different classifications existed at these two levels, while less than 40 classifications existed at Levels 1 and 2. Only four classifications existed within the system for graduates of associate programs, although

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*Divisions of: Administration, Planning and Evaluation, Family Services, Youth Services, Mental Health, Mental Retardation, Vocational Rehabilitation, Corrections, Health.

a number of two year community college programs have been generated in the past several years to prepare workers for jobs in the human services industry--child care, social services, mental health, mental retardation, and corrections. This seems to indicate that the development of two year programming at the community college level in the human service area has preceded the development of job classifications within the Department of Health and Rehabilitative Services.

We also found that very few opportunities existed for a worker to advance from one level to another without acquiring additional academic training, specifically a college degree. This is interesting in view of the criticisms directed at higher education about the irrelevancy of many academic programs. Obviously the state classification system is still primarily based on an academic credentials system. Limited opportunities exist for a worker to advance within the agency through successful job performance and/or appropriate in-service training activities. This particular finding indicates a need for further study to determine ways to develop more viable career ladders. We did find a fairly high degree of mobility within the department from one program area to another, thus indicating the existence of what has come to be called the career lattice. This, however, seemed to be somewhat random and lacking a systematic approach.

In discussing these problems with program planners and administrators we found general concern about the classification system. These considerations became particularly critical in view of the state of rapid new programming within the department. New programming often demands new job classifications and new allocations for staff positions. A time lag in this process can delay the implementation of new or redesigned

service programs. At the same time, similar concerns were expressed by personnel administrators. Questions were raised concerning the validity of qualifying examinations and the difficulty in developing adequate performance standards. Personnel people also expressed concern about the planning process involved in developing new programs. The general consensus seemed to be that personnel people should participate in the process of program planning and development and that they should work side by side with program planners and administrators so that new classifications and qualifying examinations could be developed simultaneously with new programs.

Based on this examination of the personnel system in the Department of Health and Rehabilitative Services, the Social Work Education Project moved to develop a proposal for a Human Service Careers Project to be operated by the Division of Personnel and Retirement(Career Service)in the Department of Administration. This project proposal was developed in collaboration with representatives from the Department of Health and Rehabilitative Services and the Department of Administration. Building on the original draft, developed by the Social Work Education Project, the Division of Personnel and Retirement redrafted and submitted the Human Service Careers Project for funding under the Intergovernmental Personnel Act. The Project Narrative Statement follows.*

Need for Project

The State of Florida has placed a high priority on the need to deliver a wide variety of health and social services programs. This has been evidenced, in part, by action of the Florida Legislature in 1969, when, as part of the Governmental Reorganization Act of 1969, the

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*Selected sections, taken verbatum, from the Project Narrative Statement are contained here to give an overview of the major thrust of the project. Mr. Conley Kennison and Mr. William Wilder were the major architects of the final proposal.

Department of Health and Rehabilitative Services was established. In doing so, the legislature determined that the delivery of services in these areas, which had previously been assigned to numerous independent state agencies, should be administered in a single agency, and the Department of Health and Rehabilitative Services was established accordingly.

The Department of Health and Rehabilitative Services, which is comprised of approximately 28,000 employees, is the largest employer of human services workers in this state. The divisions of this department which employ human services workers are, in turn, presently experiencing rapid changes in service delivery and manpower utilization. For example, the Divisions of Retardation and Mental Health are preparing to regionalize their services and in doing so will increase their respective staffs 5,000 to 6,000. Also, the Division of Youth Services has recently taken over the operation of youth probation and counseling services from the juvenile courts which has resulted in an increase of 1,100 new employees. Another case in point concerns the Division of Family Services which has recently implemented a variety of new programs such as food stamp administration and child abuse enforcement, which have greatly expanded the purview of that division.

As part of the responsibility of the Division of Personnel and Retirement in administering a variety of personnel programs for approximately 66,000 positions under the Career Service, we are called upon to respond to the rapidly changing personnel structure in the Department of Health and Rehabilitative Services. In doing so, we have observed that of the many job classifications used in the human services area, certain job categories exist where training and experience requirements appear to be excessive or are not relevant to the task to be performed, with a potential resultant of problems concerning employee dissatisfaction and turnover. Furthermore, while there are some occupational areas where promotional opportunities exist, numerous others exist where upward mobility is severely limited due to the lack of divisions developing realistic delineations of job tasks to the lowest level necessary to carry them to effective completion and the subsequent development of meaningful training programs. A review of the job categories used in this department also reflects certain ones that are similar in the tasks performed, but that carry different classification titles. In addition, there appears to be limited opportunity for lateral mobility across division lines.

It is felt that a primary conclusion to be drawn from the above indicates that with the expansion of programs in the human services area, which is rapidly increasing the need for personnel trained at various levels, the definition of tasks to be performed and the determination of training necessary to use these tasks are of an ultimate priority.

Principle Results Expected

In view of the problems indicated above, the Human Service Careers Project would have the following objectives:

A. A delineation by the Department of Health and Rehabilitative Services of groupings of work activities and the determination of their boundaries and development of alternative rationales for combining tasks into jobs which can be performed by personnel at various levels.

B. The development of a classification system that reflects manpower utilization needs of the divisions.

C. The establishment of career ladders to optimize employees' opportunities of upward mobility.

D. The development of career lattices that will allow horizontal mobility within and across division lines.

E. The development of minimal and realistic training and experience requirements for each job category.

F. Although not a part of this project, a by-product will be the development and administration of relevant qualifying examinations for applicable job categories.

Approach and Timetable

This project will operate under the direction of the Chief of Classification and Pay of the Division of Personnel and Retirement. The staff of this project will consist of two classification analysts and one clerk typist. Both classification analysts will have specific training in this area of personnel management and will have a working knowledge of the programs in the Department of Health and Rehabilitative Services. These personnel will coordinate the project activities with other related operations of the Division of Personnel and Retirement and will also serve in a liaison capacity with the appropriate divisions of the Department of Health and Rehabilitative Services. A manpower task force composed of representatives of the Division of Personnel and Retirement, the Department of Health and Rehabilitative Services, and the Department of Education will be appointed to coordinate the activities of this project with the appropriate personnel concerned.

This project, as it applies to the Department of Health and Rehabilitative Services, is planned as a three-year effort and will begin as soon as funds are received and the staff is recruited and employed. It is felt that the techniques outlined in this project can also be extended to other state agencies at a later date.

Project Evaluation

The Division of Personnel and Retirement shall have the primary responsibility for project evaluation. There will be a continuing evaluation as the project progresses during each year to insure that the goals established in the three-year timetable are being effectively

achieved. In addition to determining whether we are meeting the objectives and timetable in an orderly, effective manner, the overall project will be evaluated with the following issues to be specifically determined:

A. Are job classifications, minimum training and experience requirements, and qualifying examinations pertinent to the job functions performed?

B. Do pay grade assignments provide for the recruitment and retention of qualified personnel?

C. Do opportunities exist for employees to move vertically up the career ladder and/or horizontally across the career lattice?

D. Is the Department of Health and Rehabilitative Services able to recruit and retain a sufficient number of qualified employees in order to meet the human services requirements of the state?

In evaluating this project, the following types of information will be used, much of which will be provided by data processing applications:

1. Methods used to recruit personnel for the various occupations in the department and the results of these efforts.

2. Number and location of positions.

3. Number of vacancies at periodic intervals.

4. Turnover for the period beginning July 1, 1970, and continuing through the conclusion of the project.

5. Interdivisional personnel movements.

6. Reasons for separations.

7. Length of service prior to separation.

8. Average time positions are vacant.

In evaluating the effectiveness of the project, sample job categories and pertinent HRS personnel will be used to determine the degree to which the objectives are achieved. The project director will provide the IPA Coordinator a quarterly report of the quantitative and qualitative accomplishments of the project.

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The Human Service Careers Project was approved for funding in June, 1972. It is considered to be a major step forward in interdepartmental collaborative planning for manpower utilization. For the Social Work

Education Project it represents a realization of one of its planning objectives, i.e. the bringing together of program people and personnel people in order to plan together for the future.

II. The Frenchtown Delinquency Prevention Project

Preface

As previously stated, part of the planning strategy of the Social Work Education Project was designed to conduct research and demonstration projects dealing with the various facets of manpower utilization and curriculum building. One of these research and demonstration projects was concerned with field testing the new model for manpower utilization and at the same time introducing the notion of field consortium training to institutions of higher education in Florida.

As agencies across the state begin to utilize new worker types at various levels of education in new service programs, it becomes important to develop more systematic methods for the deployment of staff and the assignment of work functions. At the same time, it becomes important for institutions of higher education to be cognizant of the latest developments from the field in manpower utilization. It is reasonable, therefore, for these institutions to develop opportunities for field training that allow for shared experiences by students from a variety of educational programs across the state. As Florida human service agencies make more use of a differential array of manpower, so should educational institutions move to differentially train students in the field. It was for these two reasons that this research and demonstration project--originally called Project Somebody, later to become the Frenchtown Delinquency Prevention Project--was established. The research findings include data from a field test of the SREB 12 Role Model, assessing team service delivery and implications for field training in educational programs.* The research findings from this effort will not be described

*Michael J. Austin, Edward Kelleher, Philip L. Smith (eds.), The Field Consortium: Manpower Development and Training in Social Welfare and Corrections, Tallahassee: State University System of Florida and the Division of Community Colleges, 1972.

in this final report, since they are available in the previously mentioned publication.

The development of a new ongoing service program emphasizing innovations in both service delivery and training is another by-product of our planning strategy. Research projects are often criticized because they are conceptualized and structured in such a fashion as to produce certain kinds of research data with little consideration given to the impact they might have on certain target populations. Using Project Somebody (the Frenchtown Delinquency Prevention Project) as an example, a service program was developed in a predominantly black neighborhood in Tallahassee which offered youngsters an opportunity for assistance in dealing with critical problems associated with family, school and neighborhood through a variety of activities designed to provide an alternative to delinquent behavior.

Project Somebody was originally staffed with students from Florida State University, Florida A&M University, and Tallahassee Community College, and had an initial running time of five months (August through December, 1971). The project, therefore, not only served as a research center for the Social Work Education Project, but also as a service program for the Frenchtown community. The staff of the Social Work Education Project and members of the Steering Committee for the research and demonstration unit (representatives from the three educational institutions named) agreed that there should be a commitment to continue delinquency prevention beyond the research phase. The impact of the project's services on community residents was significant due, in part, to the critical service needs in the Frenchtown community. In addition, this research and demonstration project contributed significantly to organizational changes

within the various systems that it operated. As new methods of manpower utilization and field training were tested in the project, there was a commitment to develop an ongoing program so that the fullest potential in these two areas could be realized.

As the research phase of Project Somebody progressed, staff members of the Social Work Education Project and staff members from the Board of Regents Criminal Justice Education Project* worked together to develop a proposal for an ongoing service program which was to become the Frenchtown Delinquency Prevention Project. The final proposal was submitted in July, 1972 for funding by the Governor's Council on Criminal Justice (with monies from the Law Enforcement Assistance Administration). The new service project is designed to meet the following objectives:

> The project will concentrate on the immediate goal of diverting youth in the target area from the juvenile justice system, and to non-judicially intervening when other referred youths appear to be probable subjects for the system. The project staff will be involved in the prevention of delinquency, in the diversion of "pre-delinquent" youth, and to a limited extent, in the rehabilitation of adjudicated delinquents.

Selected sections of the project proposal have been included to highlight the thrust of this new community service.

I. Statement of the Problem. The unanimous agreement among serious students of the U.S. crime problem that youth is responsible not only for a substantial, but for a disproportionate part of the problem, is presupposed. While arrest statistics can give us only a rough picture, the foregoing pre-supposition appears to be supported by the FBI figures which reveal that of all persons arrested in 1969 (not counting traffic offenders) about 26 per cent were under 18 years of age, and if we look at the category of property crimes alone then about 54 per cent of the total arrested had not reached their eighteenth birthday.

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*Appreciation is extended to Mr. H. Ray Graves (the major architect of the funding proposal) Corrections Coordinator, and Mr. J. Price Foster, Director, of the Criminal Justice Education Project for their assistance in the development of the proposal.

While we are aware that "inner city" juvenile offenders are more likely than suburban offenders to be arrested and referred to Juvenile Court, and that consequently the official picture may exaggerate the role played by social and economic conditions, we nevertheless assume that the inescapable conclusion drawn by the most creditable studies in the field is that juvenile delinquency is directly related to conditions bred by poverty. Also, we are accepting the premise that since non-white minorities, especially Negroes, live in disproportionate numbers in the "inner city" neighborhoods, that this accounts for the disproportionate number of black children who are arrested and processed through the juvenile justice system. Court statistics from the black neighborhood which has been chosen as the target area for this project support this premise. Approximately 8 per cent of Leon County's juvenile population (ages 7-17) live in the neighborhood, yet roughly 33 per cent of the Juvenile Court caseload is made up of children whose families reside in this area. If this statistic should be narrowed to a comparison with the juvenile population living within the city limits of Tallahassee, the percentage would, of course, become more disproportionate--perhaps 50 per cent. These figures suggest that there is justification for an attempt to tailor a systematic juvenile delinquency prevention program to this section of the "inner city" of Tallahassee.

In proposing this project and asking for federal financial assistance, we are at the local level assuming that Commissioner Robert Gemignani of the Federal Youth Development and Delinquency Prevention Administration reflects a consensus at the national level when he observed: "The concept of delinquency prevention is receiving top priority today by the nation's delinquency planners and practitioners. Rehabilitation of young offenders is difficult and expensive. Although we need to improve our rehabilitation skills to better meet the needs of those youths who find themselves entrenched within the juvenile justice system, there is a growing awareness that we need to concentrate more resources on programs to divert youth from that system." As will be described later, this is the explicit and immediate goal of the Frenchtown Project: to "divert youth from that system." A more implicit and long-range goal built into the project will be an attempt to mobilize the constituency of the neighborhood in a program to ameliorate the conditions of life that drive young people into choosing the illegitimate, delinquent alternatives. Clearly it is with young people (the younger, the better) that prevention efforts are most needed and hold the greatest promise. They are not yet set in their ways, they are still developing, still subject to the influence of the social institutions that structure their environment: family, school, gang, neighborhood center, etc. If that influence is to do the most good, it must come before the youth has become involved in the formal criminal justice system. We accept, as valid, the statement made in the Report of the President's Commission on Crime in the District of Columbia that "once a juvenile is apprehended by the police and referred to the Juvenile Court, the community has already failed; subsequent rehabilitation services, no matter how skilled, have far less potential for success than if they had been applied before the youth's overt defiance of the law."

This project implementation will improve the Criminal Justice System in Leon County because its service delivery system is designed to coordinate police, courts, corrections, and neighborhood efforts in delinquency prevention, diversion, and rehabilitation. There is not presently in Leon County, nor has there been at any time previously, an available vehicle for this kind, or degree, of cooperative endeavor. However, it is this project's emphasis on preventing criminal behavior, and diverting youth from the Criminal Justice System, that will be most beneficial in improving said system.

II. Measurable Objectives. In order to accomplish the long-range goals of the project, it seems imperative that high priority be given to the short term goal of establishing linkages between all the various health, education, and welfare agencies that serve the constituency of this target area. A first step toward achieving this goal will be the establishment of a Professional Advisory Committee, which will be comprised of the executive directors, or, their delegate representative, from each of the primary and secondary agencies which have service input into the Frenchtown Delinquency Project. Nevertheless, even with the best of cooperation between agencies, it is imperative that the neighborhood residents be involved--"maximum feasible participation"--in the planning, implementation, and evaluation of the total project, if any lasting objectives are to be accomplished. To achieve this goal, a Citizen's Advisory Council will be formed and this council will be constituted by interested residents of the target area. This Citizen's Council will be guaranteed at least one position for a representative, which it will choose, on the Urban League Board.

While the delegate agency board may be dedicated to the larger, long-range goal of making the living conditions of the total neighborhood better, the staff and the facility of this project will be dedicated to the more specific objectives of preventing juvenile delinquency, diverting youths from the formal "labeling" process of the system, and rehabilitating those youths already caught in the system. To achieve these stated objectives, the program proposal encompasses more than just intake and referral services, but will include family counseling, peer group counseling, and individual casework.

The following list should serve to present the objectives in quantitative, measurable terms.

Objective 1. To draft a document describing the linkages, roles, and responsibilities accepted by the various "primary" and "secondary" agencies involved in the Frenchtown Project.

A. Primary Agencies: Tallahassee Urban League; Leon County Juvenile Court; Leon County Board of Education; Leon County Sheriff's Office; Leon County Community Action Program; Florida State Division of Youth Services (HRS); Florida A&M University; Florida State University; Tallahassee Community College.

B. Secondary Agencies: Leon County Mental Health Clinic; Leon County Public Defender Office; Tallahassee Police Department; Florida State Division of Family Services (HRS); Florida State Department of Community Affairs; Florida State Employment Service; Human Resources Clearing House (Frenchtown Based).

Objective 2. To establish and coordinate a unified service delivery system, and to develop a record keeping system that will quantitatively document the services delivered.

Objective 3. To establish a twenty-five (25) member Professional Advisory Committee, comprised of agency directors, or their delegate representatives, to meet in review sessions on a quarterly basis.

Objective 4. To establish a thirty-five (35) member Citizen's Advisory Council, to be constituted by Frenchtown area residents. This Council will meet on a quarterly basis, with appointed subcommittees meeting as called. At least one member of this council will be elected to serve on the Urban League Board.

Objective 5. A. To employ (with the consent and advice from the Professional Advisory Committee, the Citizen's Advisory Council, and the Urban League Board) research services from F.S.U. and/or F.A.M.U. to review, evaluate and make recommendations regarding the program of delinquency prevention, diversion, and rehabilitation.

B. This objective shall include the drafting of a Comprehensive Action Plan with recommendations, including priorities, for program development, service delivery, and mobilized community action.

Objective 6. To accept at least 500 referrals during the initial year of implementation and demonstration. Approximately 40% (200) shall be "diversionary" clients and 60% (300) will be "prevention" clients. Of the 500 anticipated referrals accepted for service, the project's service objectives will be:

A. To place approximately 60% (300) into the projects program of peer-group counseling;

B. To place the remaining 40% (200) in the project's program of individual counseling and casework;

C. To involve roughly 80% (400) of the total referrals in the project's program of family counseling;

D. To purchase 4 hours per month, at $20.00 per hour, intensive professional therapy from the Leon County Mental Health Clinic. This service should be required for approximately 5% (20) of the total annual case load.

Objective 7. To accept approximately 70 additional youth (adjudicated delinquent) into the project upon referral by the juvenile court judge and/or State Division of Youth Services. Those "delinquent" youths shall

be provided the following services:

A. Approximately 75% (52) will be placed in the project's peer-group counseling programs;

B. Approximately 25% (18) will be provided individual counseling/casework services by the project staff;

C. All "delinquents" will be provided family counseling services;

D. Those "delinquents" determined to be most seriously "disturbed" will be candidates for the more intensive treatment to be purchased from the Leon Mental Health Clinic.

Objective 8. Of the 40% (200) total "diversionary" referrals/clients, 150, or 75% will be diverted from further process in the criminal justice system.

Objective 9. Of the 60% (300) total "prevention" referrals/clients, 240, or 80%, will be prevented from entering the criminal justice system.

Objective 10. Of the 70 additional "delinquent" clients, 71.4%, or approximately 50 youths will be redirected and will not repeat further "delinquent acts." Thus the project should reduce the recidivism rate to 28.6% for this "delinquent" group.

Objective 11. Eight students from three public institutions of higher education will be assigned to the project for field experience. These students will receive credit hours, and will be graded on their performance by the institutions, which are: Florida State University, Florida A&M University, and Tallahassee Community College.

A. The Service Component will be staffed by full-time, permanent employees. It is this component that will give the program its main thrust, and will provide continuity and coordination of services. It is within this component that the Police, Schools, Juvenile Court, and the State Division of Youth Services will be actively involved in a cooperative effort to divert youngsters from the juvenile justice system, and in doing so, will offer services of intake, referral, counseling, group work, and individual case work. This component will be supervised by a full-time Service Coordinator. DYS will assign one Intake Worker and two Probation Counselors to the project from its existing staff, and will pay their salaries. It is understood that the Probation Counselors would be involved in non-judicial intervention in the lives of youth referred to them. They would be expected to work directly with the children and their families.

Most likely,the major referral source to the program initially will be the Police. For this reason, it is desirable to have a trained Juvenile Officer officially attached as a member of the service component staff. While this officer will be employed by, and be on the regular payroll of the Leon County Sheriff, the project will purchase 25% of his time each

month from Leon County. It is recommended that this Officer work a 5 p.m. to 1 a.m. shift, and that his five-day work week include Saturday. Guidelines have been worked out with the Sheriff's Department, for all children under eighteen years of age from the Frenchtown Neighborhood who are arrested for any but the most serious charges to be referred directly and immediatly to the Project In-Take Worker during the day, or to the Juvenile Officer during the night. The Juvenile Officer will act as a liaison between the Center, the Neighborhood, the Tallahassee Police Department, and the Sheriff.

This could provide an incidental benefit for the Police (one which LEAA lists as a priority item): good police-community relations. Another conceivable benefit from this relationship could be the production and publication of a Police Handbook on the Handling of Juvenile Offenders.

An important, but perhaps secondary referral source (although eventually this might develop to be the major source of referrals), will probably be the public schools in which the Frenchtown Neighborhood children are enrolled. There are between 1,800 and 2,000 school-age children living in the Frenchtown area, and the Leon County Juvenile Court reports that over ten per cent of these are already officially known to the court. We are proposing that one School Specialist be employed by the Leon County School Board, and that this person be attached to the project on a full-time basis. This School Specialist would function as a resource teacher for all the public schools which enroll Frenchtown students, and the Specialist's major role would be to assist the teachers of Frenchtown children in coping with the special problems which these children may present in the classroom. The School Specialist will maintain a liaison position between the Center, the School System, the Classroom Teacher and the School Social Worker. The project will purchase this service from the Leon County School Board. The School Specialist will be housed in the neighborhood facility, but will be dependent upon the Leon County School Board for his/her job description and supervision. The Specialist will be expected to meet in regular staff meetings with the project's Coordinator of Services, and since this person's services shall be purchased form the School Board, then his/her time should be accountable to the Project Director.

We have described the project's Service Component, and we propose two others: the Training Component and the Volunteer Component.

B. The Training Component will be composed of one Field Instructor and eight students. The Field Instructor will be employed and paid by F.S.U., but will be assigned for 66% of his time to the project.

Four students from F.S.U. School of Social Welfare (two graduate and two undergraduate) will be assigned field placements with the project. Also two undergraduate students from F.A.M.U., who are social work or corrections majors, will be assigned to this component for their internships. While these student placements will coincide timewise with the

University quarters, and the same students will not be assigned for a twelve month period, there will be students in the project all four quarters of the project year. In addition to the University students, two undergraduate students from the Criminal Justice Program at Tallahassee Community College will be assigned internships to the project.

C. The Volunteer Component. While this component is not dependent on this LEAA grant, but on an O.E.O. grant, it is included here as a part of the overall Frenchtown Delinquency Prevention Project. This component will be staffed by the Community Action Program with salaries and/or wages paid by that agency.

A paraprofessional, indigenous to the neighborhood, will be paid a salary to function as the Volunteer Specialist, and two Neighborhood Workers (also indigenous to the neighborhood) will be paid an hourly wage. These workers will recruit volunteers from the Frenchtown Neighborhood and the larger community to assist in this project.

1. Volunteers will be oriented to project objectives following their recruitment.

2. Volunteers will be selected and assigned to selected youth on a one-to-one, "Big Brother" basis.

3. Volunteers will plan, and carry out, various innovative group activities.

4. Volunteers will organize and operate a "transportation system" for users of the program's services.

IV. Evaluation. Project and program evaluation will be monitored by the Professional Advisory Committee, the Citizen's Advisory Committee, and the Urban League Board of Directors. The Leon County Board of County Commissioners has also delegated the Leon County Juvenile Court Administrator, Mr. Wayne Emory, to monitor the program in its behalf, and the Board of County Commissioners has agreed to send quarterly reports to the State Governor's Council on Criminal Justice.

The Tallahassee Urban League (implementing agency) will have designed forms, questionnaires, schedules, charts and tables for collecting and interpreting data before the first quarter report is due. Items as listed in the measurable objectives section of this proposal such as formation of advisory groups and their participation, numbers of youth referred, percentage of decrease in juvenile court referrals, and decrease in delinquency adjudications of neighborhood children, all are regarded as appropriate indices to program success.

While the project's staff and advisory committees will be responsible from the start for collecting data and monitoring achieved objectives, the analyzing and evaluating of the data will be done by research specialists whose services will be contracted from one of the state universities. These consultants will be employed before the end of the

second quarter of program operation and will complete their report, with recommendations, before the first year of project operation is completed.

* * * * *

The creation of the Frenchtown Delinquency Prevention Project as an ongoing service program for the Frenchtown community in Tallahassee, Florida is significant for a number of reasons: 1) As indicated in the project narrative, it represents the collaborative planning of many agencies and organizations both public and private at the state and local levels utilizing two planning projects--the Social Work Education Project and the Criminal Justice Education Project--concerned jointly with manpower utilization; 2) It represents the first service program (concurrently with two others) to be funded by the Governor's Council on Criminal Justice in Leon County, Florida. This is significant in that the Leon County Board of Commissioners has agreed to become the subgrantee for a project that brings a number of private and governmental resources to bear in a specific problem area; 3) It represents the evolution of a research and demonstration effort into an ongoing service program acknowledging research findings in the areas of manpower utilization and training and indicating the contributions of research and demonstration projects to ongoing agency programming.

As the Frenchtown Delinquency Prevention Project becomes a reality for the citizens in the community, the findings from the original research effort will be reflected both in the service component and in the field training component of the overall program. Thus, the project not only will provide a much needed service to the community,

but will continue to serve as a field laboratory for the experimentation with new methods of service delivery, manpower utilization, and student field training.

III. A Comparative Analysis of the Tasks In School Social Work

Preface

Part of the initial planning strategy of the Social Work Education Project was to select a specialized field of practice for an in-depth study of the application of concepts in differential manpower utilization. School social work provided an excellent example of a specialized field which employed both social work and non-social work personnel to deliver rather specific services to a specific population with little apparent differentiation in role and function.

With the assistance of a planning committee composed of educators and school social workers the Social Work Education Project sponsored in conjunction with Florida State University a workshop for all MSW school social workers across the state. The workshop was developed with a continuing education focus with primary emphasis on the following topics:

1. Implications of differential manpower utilization for the Visiting Teacher-School Social Work Program.
2. Developing new service delivery models.
3. Implications for curricular changes in graduate and undergraduate education.
4. The importance of program accountability.*

In planning the School Social Work Workshop it was felt that all social workers should have knowledge of developmental trends within the profession. This is especially true when social work is not a primary activity as in the case of school social work. In looking at the total population of school social workers in Florida we found that approximately fifty of the five-hundred persons employed as visiting

*Michael J. Austin, Jeffrey Lickson and Philip L. Smith (eds.) Continuing Education in Social Welfare: School Social Work and the Effective Use of Manpower, Tallahassee: State University System of Florida and the Division of Community Colleges, 1972.

teacher/school social workers held Master of Social Work degrees. If this group was to exercise program leadership in developing and expanding services to a broader population it was felt that they must be more knowledgeable about the potential of differential manpower utilization for program improvement and expansion.

Continuing education became an important theme of the workshop. As the changing role of the MSW in school social work was discussed, one of the papers presented at the workshop dealt with the utilization of school social work teams in delivering services not only to children, but also their families and the community at large. The concept of social work teams is relatively new particularly in the field of school social work and emphasizes the utilization of workers with various educational levels ranging from the indigenous or non-indigenous paraprofessionals through the MSW. If the concept of team service delivery in school social work is to be fully understood and hopefully implemented in service programs it was felt that a documentation of the tasks performed by school social workers and their attitudes towards relinquishing some of these tasks to workers with less training was critical.

In order to identify how school social workers in Florida define the importance of the tasks they performed and their willingness to delegate those tasks to other workers with lesser education it was decided that a replication of the nationwide study done by Lela B. Costin, An Analysis of the Tasks in School Social Work As a Basis for Improved Use of Staff, should be done in Florida. Project consultants, Mr. John Alderson and Dr. Curtis Krishef, with the Florida State

University Department of Social Work, along with Alexis Skelding of the Social Work Education Project staff, developed and conducted a replication of the Costin study involving the total population of school social workers in Florida. A summary of that report follows:

This study, A Comparative Analysis of the Tasks in School Social Work,* represents an attempt to analyze the current state of manpower utilization and the implications for increased differential staffing in a selected field of practice--school social work.

The study sought to answer the following questions:

1. How do the school social workers in Florida define the importance of their tasks and how willing are they to delegate tasks to those with less education?

2. Due to the fact that the school social worker population in Florida is made up of persons with differing educational backgrounds and levels of educational attainment, how do these several groups differ and how are they similar in relation to defining the importance of their tasks and their willingness to delegate those tasks?

Methodology

The nationwide study on school social work conducted by Lela B. Costin is undoubtedly the most thoroughgoing attempt to date to analyze the tasks in school social work by describing those tasks in behavioral terms. Each item in her original study described a specific activity in relation to children, parents, teachers, administrators or other school personnel as well as community agents and interest groups. One of the major findings of the Costin study was that, "School social workers were reluctant to delegate the tasks that they considered important." (Costin, September, 1969)

The Social Work Education Project in a survey of all MSW school social workers in Florida in April, 1971, using the nine factors derived from the Costin study attempted to assess the willingness of school social workers to delegate functional tasks to staff of less education. They concluded that MSWs were reluctant to delegate tasks to staff with less education. (Halley and Alderson, February, 1972)

The questionnaire devised by Costin was utilized as a major instrument for collecting data in this study. This questionnaire is comprised of 107 items each of which describes a task in school social work. Each respondent was asked to rate both the importance of the task and whether it was appropriate to assign the task to those with less education. Additional questions were included designed to gather demographic information about the population, percentage of time devoted to various tasks, rankings of the major problems confronting the workers in their districts, the type of school system served and the nature of

*Authored by John J. Alderson and Curtis H. Krishef, Florida State University, Department of Social Work.

the community. The questionnaire was sent to all school social workers listed with the Florida Department of Education for school year 1970-71.

Population

Approximately one-half of the school social workers in Florida hold Masters degrees. Of those with Masters degrees only about twenty per cent are MSWs. The remainder generally hold Masters degrees in some area of education such as counselor education and educational administration. The other fifty per cent of school social workers in Florida hold Bachelors degrees. As of June, 1971, 52 of the 67 counties in Florida were operating school social work programs.

Four hundred and ninty-four questionnaires were sent to school social workers in Florida and 207 (45%) usable returns were received. Of those responding, 39 held MSWs, 91 held other Masters degrees and 77 held Bachelors degrees.

Preliminary Data Analysis

Data from the study were analyzed in terms of the respondent's rating of task importance and task appropriateness. Task importance was defined by the respondents' answer to the question, "How important do you consider the tasks for the attainment of the social work goals within the school system?" Task appropriateness was defined by the respondents' answer to the question, "Can the task appropriately be assigned to a person with less than your level of education and professional preparation?" Chi-square was used to compare the responses of the three groups.

As comparisons were made between the three groups relative to task importance it was found that MSWs and other Masters were more closely aligned in their responses (fewer statistically significant differences at the .05 level) than were MSWs and Bachelors or other Masters and Bachelors. This would tend to indicate alignment of thinking based on educational level regardless of specialized content; however the relatively close alignment between other Masters and Bachelors tends to dispute that indication. Greatest disparity existed between MSWs and Bachelors.

Whereas there were relatively few significant differences between any two groups on task importance, a comparison of the three groups on task appropriateness showed pronounced differences. It was found that MSWs differed significantly with both other Masters and Bachelors (67 items and 38 items respectively). On the other hand other Masters and Bachelors were in relatively close alignment with the total of only nine significant differences noted.

Another critical comparison was made between the three groups relative to the actual number of significant tasks they deemed appropriate to delegate to personnel with a lesser degree of education. This comparison showed that MSWs were much more willing to delegate responsibilities to those with less education than were either of the other two groups. This is an interesting finding that is contradictory to the findings of the Costin study which indicated that the MSW group was generally unwilling to delegate tasks to those with less education and training. It should be noted however, that Costin did not compare her population with practicing school social workers holding other than MSW degrees. It was also found that other Masters showed a greater willingness to delegate tasks than the Bachelors level personnel.

Summary and Conclusion

In comparing the three groups within the study population there was much more similarity in perceptions of the importance of the tasks of the school social worker as compared to a willingness to delegate those tasks to those with less educational preparation. MSWs and other Masters were most closely aligned relative to task importance while other Masters and Bachelors were most closely aligned related to task appropriateness.

The data also showed that the MSW group was much more inclined than either of the other two groups to delegate tasks to those with less education. Since the population studied in the Costin report differs from the population in this study, comparisons are difficult to make between the MSW groups. While findings from this study tend to contradict the findings of the Costin study further data analysis will be required in order to definitively draw such a conclusion.

A tentative conclusion drawn from this study is that MSWs are becoming more cognizant of the need for a differential approach to staffing as a means of strengthening and expanding service programs. This trend may well be based on increased attention to this subject, dissemination of knowledge from social work literature and the attention drawn to this need by the workshop, School Social Work and the Effective Use of Manpower, held for MSWs in Florida in May, 1971. The greater readiness of MSWs to delegate tasks may also provide indication of their interest and motivation toward assuming leadership positions in the middle-management areas of supervision, consultation and administration.

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This study is most significant in that it indicates the willingness on the part of practitioners in the field to recognize the competencies of a variety of worker types or levels of personnel and their willingness to work toward program expansion and improvement through the use of differential staffing. It was somewhat surprising, yet we view it as a progressive phenomenon that MSWs working in Florida's school social work programs appear to be willing to delegate a number of their responsibilities to personnel with less education.

Following the workshop for school social workers in May, 1971, a statewide task force on school social work was initiated. This task force has since merged with a larger group on Unified Pupil Personnel Services and is working toward the drafting and passing of legislation

creating comprehensive pupil personnel services on a statewide basis. Developments at this point indicate an awareness of how services may be improved and expanded statewide through the use of differentially staffed programs. As this statewide planning body moves to draft and sponsor legislation for comprehensive pupil personnel services it is hoped that the need for differentially staffed programs will be reflected in that legislation.

PART III: FUTURE DIRECTIONS

Section 7

A PROPOSAL FOR THE ESTABLISHMENT OF AN OFFICE OF CAREER PLANNING AND CURRICULUM DEVELOPMENT FOR THE HUMAN SERVICES IN THE STATE UNIVERSITY SYSTEM OF FLORIDA

Introduction

Over the past two years, the Social Work Education Project has engaged in a number of activities directed toward comprehensive planning for Social Work - Social Welfare Education within the state of Florida, with particular attention to emerging patterns of manpower development and utilization within a variety of Florida human service agencies. As this project is concluded, several observations can be made about the scope and thrust of this effort.

It became apparent to us very early in our planning effort that in order to plan for redesign in program and curriculum, one must first immerse himself in the concerns of the market place -- the human service industry. The scope and thrust of our initial two year effort called for simultaneous planning within both arenas -- education and practice. While we believe that we have made several progressive and significant impacts on the content and structure of social work - social welfare education within the state of Florida, we also recognize that we have only begun to identify various components in the development of manpower planning within the sphere of the human service industry in Florida. A great deal more attention must be directed to the manpower concerns of Florida human service agencies, if the planning efforts of our initial project are to be fully realized across the state.

We have also come to realize that comprehensive planning in a specified professional field such as social work must be tempered with inputs and consideration from the variety of professions that hold union cards within the industry. We believe that one of the most significant results of our original two year effort was the development of a planning model that can be broadly applied in the human service arena. As we look ahead to the new project

described here, we are not looking at social work but at the range of social professions that have a stake in our human service industry along with the technicians and the paraprofessionals that work side by side with the professionals to provide a diversity of services to broadly defined clienteles across our state. The purviews of these professional groups often overlap, the lines of demarcation for territorial control are often obscured, and their bodies of knowledge and practice skills are often quite similar. For these reasons, we believe that a comprehensive planning effort in the human services must be of a sufficiently broad scope to accommodate all those workers within the industry.

We have also come to believe that comprehensive manpower planning should not center simply on considerations of work, of jobs, and of workers, but also on the concept of careers. This has implications not only for the worker but for the agency for which he works and for the educational institution that prepares him to take his place within the industry. Educational programming at all levels and in all forms can be reconceptualized in terms of career preparation. At the same time, the concept of careers has a great deal of meaning for the redesign of personnel classification systems and staff development programming.

As we have begun to identify trends in manpower utilization across the state, as well as trends in educational programming, we have become increasingly concerned about programs in continuing education. As human services agencies recruit, train, and deploy a wide range of personnel within their service delivery systems, continuing education programs take on a new importance not only for new personnel, not only for paraprofessionals, but also for personnel at all levels already present within the system. The same holds true for institutions of higher education across the state as manpower needs change within human services organizations and as educational programs

change to accommodate new demands from the field. Educators at all levels are also in need of continuing education programs not only to improve their teaching skills, but also to acquaint them with developments from the field.

With these considerations in mind we have developed a proposal for an Office of Career Planning and Curriculum Development for the Human Services, that we earnestly believe will move Florida into a position of national prominence in the areas of manpower planning and curriculum design for the human services. The content of this new proposal follows:

Purpose

It is proposed that an Office of Career Planning and Curriculum Development for the Human Services be established in the State University System with a primary focus on agency career development issues. This Office would address manpower utilization issues in Florida's largest human service agency, The Department of Health and Rehabilitative Services,* through gathering information and assisting agencies in documenting manpower planning needs. This Office would also serve as a mechanism for articulating the manpower needs of HRS divisions to educational programs at the secondary, community college, undergraduate and graduate levels in institutions of public education throughout the state with the responsibility for academic preparation of human service workers. The Office would serve the dual function of assisting agencies to more effectively utilize personnel while assisting educational institutions in developing more relevant programs and curricula. With the identification of pre-service and in-service training needs, educational institutions will be better prepared to assist the human service agencies in Florida.

Synopsis of Planning

Given the current state of involvement in manpower planning nationwide, educational planning efforts of the State University System represent some pioneering efforts not only within Florida but within the nation.** A great deal of effort has been made to gather baseline data, monitor the changes both within the service arena and academia, and generally in attempting to gauge the problems and issues in the emerging area of manpower planning and development. To date projects have been successful in identifying many key issues in a framework for comprehensive planning, and creating a mechanism for interagency and interinstitutional articulation.

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*Division of Administration, Division of Planning and Evaluation, Division of Family Services, Division of Youth Services, Division of Mental Health, Division of Mental Retardation, Division of Corrections, Division of Vocational Rehabilitation, Division of Health.

**For example: Criminal Justice Education Planning, Social Work Education Planning, Cooperative Education Planning with Government and Industry, etc.

This proposal represents the results of several years of planning. While it identifies some future directions for career planning to be carried out collaboratively between agency representatives and educators for improved service delivery, the State University System plans to devote considerable staff effort to the improvement of career counseling on the campuses through the planning of a coordinated statistical system of job market assessment.*

As a result of planning over the last several years, agencies have begun to identify both their current and projected manpower needs and demands. For example, recent activities with the Division of Family Services in the Department of Health and Rehabilitative Services have resulted in increased attention to manpower planning as an adjunct to service planning, staff development planning, and personnel management. State University System staff assisted service delivery planners with the infusion of new planning models for manpower utilization linked to a new service delivery system. Agencies are beginning to evaluate the ways in which they recruit, employ, and utilize personnel. Attention is being directed at delineating knowledge and skill components for new worker jobs consonant with the demands of changing patterns of service delivery. Agency administrators are becoming more attuned to expressing their needs relative to manpower development to educators.

Much groundwork has been laid that sets the stage to operationalize several critical products of our current planning efforts. The primary planning strategy of the State University System staff has included data collection, information dissemination, recommendations on manpower utilization and curricular issues, and consultation and support to educational institutions and human service agencies. These efforts have been preliminary and now require a more concerted effort to identify the special manpower needs of many of the human service programs of the Department of Health and Rehabilitative Services. As the manpower needs of the Department of Health and Rehabilitative Services are identified, the manpower needs of institutions of higher education in Florida will also be assessed in terms of occupation activity categories proposed recently by the National Center for Higher Education Manpower Systems in WICHE.**

In order to build on past accomplishments a new operational mechanism is needed to work toward assisting agencies in making the best possible use of manpower relative to client problems and service objectives while assisting in the development of career satisfaction and mobility for workers at all levels. In addition, a more productive interface needs to be created between campus and agency. An Office of Career Planning and Curriculum Development represents the most feasible mechanism at this point in time in Florida's human service system.

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*This planning effort includes the assembling and dissemination of the state's manpower requirements in government and industry and the personnel trained to meet those requirements. This approach will include the development of interdepartmental projections of quantitative manpower needs, especially between the Florida Department of Education and the Florida Department of Commerce. A single output format will be developed for career counselors in Florida post secondary educational institutions.

**In accordance with a Manual for Manpower Accounting in Higher Education, (U.S. Department of Health, Education, and Welfare).

A Rationale for An Office of Career Planning and Curriculum Development in the State University System

The Office of Academic Affairs of the State University System provides a unique opportunity for coordinated planning in the State of Florida. In addition to the expertise which has developed over the past several years in manpower planning, the State University System provides a locale for linking the manpower concerns of the Department of Health and Rehabilitative Services with the educational programs of the State University System.

Recent developments emanating from the Southern Association of Colleges and Schools provide universities greater latitude in expanding their efforts in continuing education and professional development. In particular, Standard 9 emphasizes flexibility and increased opportunities for universities to become involved in short-term training efforts through conferences, institutes, short courses, workshops, and seminars. As a result, there will be greater opportunity for university programs to assist in meeting the staff development needs and continuing education concerns of human service agencies throughout Florida. Through the development of continuing education units of study, designed to meet specific needs of various audiences, universities are being encouraged to expand their efforts to meet the needs of citizens throughout the state as well as personnel in various state programs.

Through the data collection function of an Office of Career Planning and Curriculum Development, it will be possible to translate manpower information and personnel needs into career development profiles which will assist universities in planning programs in accordance with the needs of workers at various levels of education. While agency staff development programs will be expanding throughout Florida in the coming years, there is an equal need for universities to become more acquainted with manpower utilization issues and thereby meet the increased demand for career mobility and the desires of workers to increase their levels of competency.

There has been a growing recognition in recent years both on the campuses and in the agencies that both faculty members as well as agency staff development specialists are functioning in similar capacities. Both are involved in training. Both have a conceptualization of future worker and client needs. The primary differences lie in the fact that the campus based instructor must train students on the basis of many fields of practice in contrast to the agency trainer who has traditionally only been concerned with the needs and demands of his specific field of practice. As a result of these developments, universities are moving more in the direction of licensing for the profession of future practitioners through the granting of degrees whether at the Associate, Baccalaureate, or Master's level. At the same time there is a growing pressure from workers going through agency in-service training programs to certify completion. This certification pressure results from the worker's perception that specialized training should be rewarded through career advancement and mobility.

There is a point where the licensing function of the university and the certifying function of the agency can meet and this is the expanding area of continuing education. Often universities have only a limited understanding of the continuing education needs of agency personnel. Universities have traditionally provided continuing education programs which have developed primarily on the basis of specific faculty expertise or degree requirements rather than upon the specific needs of agency personnel. At the same time,

agencies have had difficulty in expressing and defining their specific personnel needs so that universities might be involved in meeting such needs.

Current Manpower Issues in Florida

Considerable attention is being directed to the effective utilization of manpower in a variety of human service agencies nationwide. Changing patterns of service delivery, increased demands on service systems, and the movement toward hiring workers from the "client group" have resulted in the emergence of new kinds of jobs for new kinds of workers.

The job market in Florida has been very tight for the past year. Staff turnover rates have dropped drastically. New positions for two year graduates have been cut into by the overabundance of available manpower at the four year level. Recently Florida has attracted new federal program money to improve services and reduce dependency. Overnight, service programming and manpower demands have begun to change. Not only are planners faced with the task of developing new kinds of service delivery systems, but they are also faced with the crucial problem of how to staff new service programs. An already overburdened personnel (classification) administration system will be called upon to revise the classification system as new kinds of workers are needed. Agency staff development programs will be called upon to meet the challenge of training many new workers.

While all this is going on within the agency, educational institutions are confronted with the problem of negotiating with agencies to better define the match between manpower supply and demand. Many questions will be posed to educators. What will be the short-term and long-term needs of human service agencies for workers at the two year, four year, and graduate levels? Can agencies delineate knowledge and skill areas for anticipated job sets? What is the anticipated agency support for career development programs? What is the community college and university role in agency staff development to be?

Educators have begun to engage in critical self-examinations of their programs. A new perspective is beginning to emerge on the nature of education in the applied fields of human services. Not only are educators beginning to converse with agency representatives around issues of mutual concern in a more productive manner, but they are also beginning to converse with each other.

Although considerable research has been conducted by the Southern Regional Education Board in identifying the core skills and knowledge required by human service personnel along with the functional job analysis approach of the Upjohn Institute, considerable translation is still required in order for the operating agencies to deal with their manpower dilemmas. It is imperative that educators, practitioners, and administrators join forces to develop strategies for dealing with the crucial problems of manpower development. Thoughtful study needs to be given to the development of meaningful roles and functions of agency personnel at all levels. Standards of performance and procedures for evaluating performance need to be developed at all levels. Expected entry level knowledge and practice skill must be stated at all levels and communicated to educators charged with the responsibility of providing that knowledge and those practice skills.

Key Issues and Planning Objectives

An analysis of current manpower issues in Florida indicates three primary planning perspectives:

1) Service Delivery Systems--This includes an analysis of the latest concepts and technologies in manpower planning related to the issues of staff deployment, supervision or service management, and program administration. The application of new concepts such as functional job analysis and new role models* is useful in: a) analyzing agency manpower utilization procedures and; b) in assisting administrators in making management decisions about work distribution and the creation of new jobs;

2) Personnel Administration--This includes an analysis of the alternatives offered for career advancement for workers at all levels. Career mobility can be examined relative to classification systems, qualifying examinations, and performance standards and the way each of these components reflects the needs of the service delivery system;

3) Staff Development--This includes an analysis of agency based in-service training programs as well as university based continuing education programs. Staff development can be viewed as taking four basic forms: a) basic orientation to the service systems, the clientele, and the service professions; b) training related to changes in job requirements or restructuring and new programming; c) training related to ongoing skill development of workers at all levels and; d) training related to the career aspirations and job mobility of workers at all levels.

The primary focus of the Office of Career Planning and Curriculum Development would be to assist the Florida Department of Health and Rehabilitative Services in identifying and documenting their manpower needs, transmitting those needs to institutions of higher education in Florida, and stimulating educational support for staff development programming. This Office would have the long-range goal of collaboratively planning for the improvement of the overall service delivery system of the Florida Department of Health and Rehabilitative Services by effecting a higher degree of synchronization between the outputs of the educational system and the needs of the human services delivery system. In order to realize this goal the Office would address the following issues:

1) Development of a planning approach that emphasizes a collaborative effort between educators and agency representatives;

2) Identification of the interrelated nature of manpower planning vis a vis service delivery, personnel administration, and staff development;

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*As developed by the W. E. Upjohn Institute for Employment Research and the Southern Regional Education Board.

3) Application of new concepts and technologies to manpower planning;

4) Delineation of desired competencies of graduates from various levels of human services educational programs within the state system;

5) Development of a systematic program of continuing education for the State agency's human service workers;

6) Encouragement of the creation of a more workable educational continuum in the human services;

7) Creation of a manpower information system designed to project manpower needs and demands relative to quantity, educational levels, competencies, and work roles.

Section 8

CONTINUING EDUCATION: THE NEW THRUST IN CAMPUS - AGENCY COLLABORATION

Continuing education refers to the planned programs which are not part of the regular degree curricula leading to the professional social work degree and which are offered by undergraduate or graduate schools of social work to improve service delivery to clients and consumer populations.[1] In most instances, continuing education activities will be aimed directly at improving skills, increasing knowledge, and stimulating innovative approaches for practitioners, administrators, and policy makers in social work and allied occupations. Activities may also focus on effecting the organizational context within which practice takes place.

The National Association of Social Workers has been concerned with the development of continuing education programs for social work personnel across the country. The concern of the professional association has been primarily in the area of promoting the continuing education process as part of an adult education program. However, there are many views on what is included in continuing education within the profession. One view encompasses both agency directed in-service training as well as generalized educational programs offered by institutions of higher education for groups of social welfare personnel. A more common position makes a distinction between training programs that are both agency based and directed, and

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[1]Council on Social Work Education, "Schools of Social Work Increase Continuing Education Activities," Social Work Education Reporter, Vol. XVI, No. 3, September, 1968.

specifically related to a given job within the organization, and training programs that are directed by institutions of higher education, that may be agency based but are designed to upgrade competencies in a given area for groups of social welfare personnel.

It becomes quite apparent that continuing education as viewed by the professional association is primarily an individual effort by each practitioner to assess his own needs and interests. As a result, this type of individual self-assessment requires educational programs with sufficient breadth to encompass a wide range of professional needs. To meet this need, schools of social work across the country have been developing continuing education programs which range from summer workshops or institutes to broad, year-round programs addressed to social welfare personnel employed at all levels. Generally these programs offer a curriculum which either deals with upgrading specific social work skills or a curriculum which focuses on specific problem areas such as alcoholism and drug abuse.

Approaches to Continuing Education

The effectiveness of continuing education in social work depends to a large extent on the concept of continuing education espoused by the institution providing such programming. A comment by Dr. David Clark in the Third Symposium on Educational Research at the University of Indiana dealing with continuing education in agriculture provides an appropriate illustration.[1] Dr. Clark cited an example of the past similar to present conditions. He pointed out how early attempts to educate the farmer in better agricultural technology in the late 19th Century were largely failures because the medium of exchange of information between the experts

[1]Charles E. Goshen, "Continuing Education: A Route for Innovation in Universities," Continuing Education, Vol. 4, No. 3, July, 1971.

and the farmer was solely that of the written word. The program subsequently became a success, however, when a third intermediate agent, the the farm extension agent, was introduced to translate the technology to the farmer and to demonstrate actual experiments. Similarly, today there is a need for intermediate demonstrations which can portray new knowledge to the consumer in an invisible, workable form. The third party in the team would be the "change agent." We assume that the continuing education faculty will serve as change agents to social welfare personnel.

Malcolm Knowles states that adult education is on the threshold of a major technological breakthrough.[1] He examines the following three positions:

1. Adult education is rapidly becoming a central concern, a central need for our technological world,

2. Adult education is very substantial and is growing explosively, and

3. Adult education has been relatively ineffective up to this point in accomplishing its mission.

Knowles believes that the major obstacle in the achievement of the full potential of adult education is the fact that it is tied to and is hand strung by the concepts and methods of traditional education. This is somewhat analagous to continuing education in social work, which is often tied to the graduate and undergraduate teaching traditions, methods, and programs which are not always entirely suitable for working with the adult professional or paraprofessional.

There are other major problems in developing a viable social work continuing education program. The question of financing is a major concern in continuing education. The policies of many colleges put continuing education on a "pay as you go" basis. Some states have laws prohibiting

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[1]Malcolm Knowles, "Androgogy, not Pedagogy," Adult Leadership, April, 1968.

the use of state funds for support of non-credit and/or non-degree courses, while other college charters limit the institution to only undergraduate or graduate education. Consequently, courses are only offered if there is a positive expectation that income will exceed all costs. This results in very few colleges offering new programs that are financially questionable. To offset this problem deans must become convinced that continuing education is an essential part of the educational effort and should have development funds committed on a long-term basis.

Continuing Education Issues

Determining the continuing education needs of individual students and agency employed professionals and paraprofessionals is a major problem for the college and the professional society. While some surveys have been conducted to determine the needs of these groups, they are generally considered inadequate since they rarely focus on the distinction between what workers need and what they want from continuing education programs.

What is required to obtain reliable data is a field study or survey of local or national situations to determine what specific programs should be offered in certain areas. Under the direction of Deborah Miller,[1] the Council on Social Work Education is currently conducting a survey of colleges of social work concerning their plans for continuing education. This survey concerns itself with the overall continuing education program of the institution, staffing patterns, financing, the target groups and their relationships with the community, and the types of programs being developed. Presently no interim report is available, however a full report of this survey will be published in the Fall of 1972.

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[1]Deborah Miller, "Continuing Education Programs of Schools of Social Work: Report of a Survey," mimeo., Council on Social Work Education, February, 1969, Document No. 69-441-5.

The Social Work Education Project has also been conducting a survey of sixty social work departments at various universities throughout the country. Questions in this survey included requests for information on policy, philosophy, staffing patterns, identification of target personnel, and the kinds of programs being developed. While responses to this survey will not be reported here, a preliminary review of the responses indicates that most programs cannot be considered comprehensive. Although there are demands for continuing education in social work in rural areas, few programs reflect concern in this area. However, there are still professionals and paraprofessionals working in such areas who desire and need continuing education.

College and faculty interests in continuing education are sometimes very low. Faculties are more interested in research, publications, and other activities that will promote their personal advancement. In order to involve the faculty in continuing education, their efforts will have to be recognized and rewarded. In addition to faculty interest, faculty recruitment and pay problems confront many of the colleges. A number of colleges use full-time faculty on an overload basis with extra compensation for teaching the continuing education courses. Other colleges use half-time adjunct faculty. Many universities see great merit in attracting part-time faculty from public and private agencies to teach, thus bringing to the university some desirable influences from the "real world." The use of such adjunct faculty is especially feasible in the continuing education program since it gives the members a legitimacy and degree of importance that would be difficult to create on a part-time basis in the regular curriculum. Model programs to recruit and train potential adjunct faculty are needed.

The question of college credit for institutes and workshops and short courses is a constant source of complaint from both the university and student participants. Students seem to feel that if college level work is required in a workshop then college credit should be given. It may well be that neither the university offering continuing education programs nor the agency employer have considered the real interests of the continuing education participant. It would seem logical that participants in continuing education programs should receive recognition for the knowledge and skills acquired, either from the university in the form of college credit or from the agency in terms of recognition for career improvement.

Currently there is a widespread interest in developing more and richer interdisciplinary teaching programs to equip participants for new and expanding careers. Existing departmental rigidities tend to serve as barriers to achieving these goals. In the continuing education programs of the university, however, such programs can be feasibly designed utilizing those relatively few faculty members who are prepared to engage in this kind of experiment.[1] The adult working participants are more likely to be seeking continuing education programs that provide courses in the curriculum which are not confined to the traditional specialized subjects.

Many universities are facing pressures designed to broaden the mix of their student population to include the kinds of people not traditionally associated with their particular student body. Few, however, have succeeded in making any substantial changes in their population. Continuing education programs can be used as a device for achieving such goals because in these programs more liberal decisions pertaining to qualifications, tuition charges, etc., can be made. Through continuing education programs, for

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[1]Charles E. Goshen, op. cit.

instance, students can upgrade their sophistication as a way of qualifying for the regular program without which opportunity they would either remain unqualified or be admitted only after a lowering of standards. Continuing education is uniquely suited to attract and provide for those students who come to a point later in life than most other students of taking more serious interest in education.[1]

Social Work and Continuing Education

Social work is constantly affected by new scientific discoveries and technological innovations. Social work, however, is much more subject to fluctuations in the social environment surrounding its practice as to make earlier perceptions and established skills increasingly irrelevant in light of current concerns and conceptions of social need. Further, social work education is as much concerned with the system of service delivery as with the technology of service. Demands on practitioners and agencies to perform new services and new tasks in new settings have resulted in enormous pressure for changes in instructional content and in the location of that content at the graduate, undergraduate and community college levels.

National funding priorities have further affected instruction and have had similar affects on the directions of research. Economic factors have increasingly influenced schools to direct energies toward services at the local, state and national levels. Consumer demands have drawn schools of social work into continuing education activities. The number

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[1] Ibid.

of graduate schools with full-time continuing education directors who are coordinators has grown from a handful to more than fifty.[1] In most of these schools extension and continuing education efforts are still peripheral. In others, however, social work continuing education has been an integral part of the university-wide program and is problem-oriented and multi-disciplinary in approach. It integrates teaching with research, consultation and other forms of service. This new problem focus frequently results in the development of continuing education efforts aimed at systems and programmatic changes rather than personnel or professional development. The consumer of social work services is seen as the ultimate consumer of social work continuing education activities. The objective of these programs is the development of more effective service delivery systems rather than to make social workers better practitioners or administrators.

Collaboration Between the Campus and the Agency

Continuing education had once been considered strictly in terms of learning and teaching. It is increasingly being perceived as a means to disseminate research findings and to link them to practice. This linkage in itself provides a mechanism for validation of research. In a number of schools continuing education programs have spawned research efforts ranging from examination of practice-related problems to the development and application of a new instructional technology.

Increasingly, continuing education activities serve school maintenance needs through the development of new funding sources and the expansion

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[1]Kurt Reichert, "Current Developments and Trends in Social Work Education in the United States," Journal of Education for Social Work, Vol. VI, No. 2, Fall, 1970.

of goodwill and the establishment of new school/community relationships. The content of the educational program can be problem-focused growing out of a process of give and take between co-sponsors of the workshop or institution, between the educational institution and client and consumer institutions. This process enables participants to deal with problems through their participation and learning experience. This is quite unlike traditional continuing education and extension programs in which the application of learning is postponed for some time subsequent to the acquisition of knowledge or skills. This also allows the participants to become active rather than passive learners and encourages experimentation with adult learning.

There may be times when the line between continuing education or extension program and some other form of social intervention may be thin. What distinguishes continuing education from others is the reliance on educational and instructional means to affect change and behavior in the method, policies and programs of service delivery agencies. In a sense this signifies a new approach to continuing education as extension, not as extension of the schools' teaching and learning functions alone, but as extension of its knowledge production, service and maintenance function. Such integration would change the continuing education status in many schools from a peripheral to an essential task. New educational devices can be developed and fed back into the regular curriculum. Research findings can become quickly transposed into educational content.

All of this requires, however, an administrative and planning unit that can attune itself to the development and coordination of such programs. Simply adding a new committee or full-time faculty does not solve these problems. Effective continuing education requires that there be sufficient

administrative support and that the programs do not remain isolated from the rest of the school's major thrust. When structured as an extension of all of the school's functions, continuing education can support and expand the school's endeavors.

APPENDIX A

AGENCY ADVISORY COMMITTEE

Mr. Robert H. Browning, Chairman, Div. of Planning & Evaluation, HRS, Tallahassee

Mr. Albert Adams, Department of Education, Tallahassee

Mr. David Agresti, Div. of Youth Services, Tampa Halfway House, Tampa

Mrs. Harriet Baeza, School Social Work Services, Pinellas County

Mrs. Budd Bell, National Association of Social Workers, Tallahassee

Mrs. Annabel Brantley, Department of Education, Tallahassee

Mr. Miles T. Dean, Div. of Administrative Services, HRS, Tallahassee

Miss Margaret Evje, Miami VA Hospital, Miami

Mrs. Helen Fallert, Div. of Vocational Rehabilitation, HRS, Tallahassee

Dr. Paul Fitzgerald, Department of Education, Tallahassee

Mr. Toby Harris, Department of Administration, Tallahassee

Miss Martha Horne, Division of Family Services, HRS, Jacksonville

Mr. Harry Howell, Div. of Mental Retardation, Gainesville Sunland, Gainesville

Mr. David Leroy, Department of Administration, Tallahassee

Ms. Josephine Newton, Department of Education, Tallahassee

Mrs. Helen McRae Sawyer, Div. of Family Services, HRS, Jacksonville

Mr. Anthony Mixon, Div. of Mental Retardation, HRS, Tallahassee

Mr. William Morse, Div. of Youth Services, HRS, Tallahassee

Mr. G. Carl Neill, Div. of Family Services, HRS, Tampa

Mr. Frank Nelson, Drug Abuse Program, HRS, Tallahassee

Mr. John TerLouw, Div. of Mental Health, HRS, Tallahassee

Mr. Douglas Zellner, Div. of Planning & Evaluation, HRS, Tallahassee

APPENDIX B

CURRICULUM ADVISORY COMMITTEE

Dr. Thomas Rich, Chairman, University of South Florida, Tampa

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Dr. William Allen, Florida Technological University, Orlando

Miss Louise Atty, Daytona Beach Junior College, Daytona Beach

Dr. L. Diane Bernard, Florida State University, Tallahassee

Mrs. Marianne Brauzer, Barry College, Miami

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Mr. Fred Fisher, University of Tampa, Tampa

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Mr. James Furdon, Barry College, Miami

Dr. Paul W. Graham, Palm Beach Junior College, Lake Worth

Mr. W. Kenneth Katsaris, Tallahassee Community College, Tallahassee

Mrs. Judith G. Lutz, Florida Junior College at Jacksonville, Jacksonville

Dr. Stanley Lynch, Santa Fe Junior College, Gainesville

Dr. Darrel Mase, J. Hillis Miller Health Center, Gainesville

Mr. Robert North, Santa Fe Junior College, Gainesville

Mr. Kenneth Orkin, Miami-Dade Junior College, North Campus, Miami

Mr. Dennis Orthner, Tallahassee Community College, Tallahassee

Dr. Bernhard Scher, Florida State University, Tallahassee

Dr. Lester Sielski, University of West Florida, Pensacola

Dr. Betsy Smith, Florida International University, Miami

Mrs. Ruth Stanley, Division of Family Services, H.R.S., Miami

Dr. Thomas W. Strickland, Department of Education, Tallahassee

Mrs. Victoria Warner, Flordia A&M University, Tallahassee

Dr. Odest Watson, Bethune-Cookman College, Daytona Beach